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PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

OPIUM DEPARTMENT.

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BENGAL:

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Members of the Sub-Committee.

BENGAL:

THE HON'BLE ROMESH CHUNDER MITTER, B.L.
THE HON'BLE J. W. QUINTON, C.S., C.S.I.
THE HON'BLE MAULVI ABDUL JUBBAR.
W. H. RYLAND, ESQ.
C. E. BUCKLAND, ESQ., C.S., *Departmental Member.*
SIR CHARLES A. TURNER, KT., C.I.E., *President.*

BOMBAY:

THE HON'BLE J. W. QUINTON, C.S., C.S.I.*
THE HON'BLE KHAN BAHADUR KAZI SHABUDDIN, C.I.E.
RAO BAHADUR KRISHNAJI LAKSHMAN NULKAR.
J. F. FERNANDEZ, ESQ.
J. MCLEOD CAMPBELL, ESQ., C.S., *Departmental Member.*
SIR CHARLES A. TURNER, KT., C.S.I., *President.*

MADRAS:

THE HON'BLE J. W. QUINTON, C.S., C.S.I.*
SALEM RAMASWAMI MUDALIYAR, ESQ., B.A., B.L.
KHAN BAHADUR MOHAMED ISHAQ.
D. S. WHITE, ESQ.
C. A. GALTON, ESQ., C.S., *Departmental Member.*
SIR CHARLES A. TURNER, KT., C.I.E., *President.*

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* Unable to attend.

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PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

BENGAL.

Opium.

Section I.—Note by the Sub-Committee.

To illustrate the importance of the Opium Department in Bengal and the North-West Provinces both to the rural population and to the Government, it may be stated that the cultivation is carried on by more than 1,300,000 ryots; that a large share of the labour required for the production of the drug falls to the women and children of the ryot's family; that about 180 lakhs of rupees are paid annually to the cultivators for opium, flower, leaves and trash; and that the net receipts to the Government of India from the opium produced in the North-West Provinces and Bengal have risen from about 8½ lakhs of rupees in 1797-98 to an average of upwards of 500 lakhs of rupees in recent years.

A concise history of the Department in Bengal and the North-West Provinces will be found in the exhaustive report of the Commission appointed by the Government of India to enquire into the history of the Department in 1883. It will be necessary to refer here only to such portions of it as bear on the present enquiry. The trade in opium was an Imperial monopoly under the Mogul Empire, and was farmed at a quit-rent. After the East India Company acquired the Dewani of Bengal, Warren Hastings in 1773 assumed the monopoly of the opium produced in Bengal, Behar, and Orissa, promising to the Danes, the Dutch, and the French, who had theretofore competed with the English in the local opium market, the delivery of a certain quantity of opium annually from the store of the Company. This arrangement with the Dutch and the Danes no longer subsists, but it was renewed and maintained with the French by Article 6 of the Convention executed in London in 1815, and necessitates the reservation for that nation of 300 chests annually. Under a treaty made in 1884 a sum of ₹3,000 is to be paid annually for a period of five years in substitution for the 300 chests.

From 1773 to 1797 the exclusive right to purchase and prepare opium on account of the Company was farmed to Native speculators at first annually, and subsequently for terms of four years. The farmers were bound to deliver the opium to the Company at certain fixed prices, and to abstain from oppressing the ryots or forcing them to cultivate the poppy. The contracts were originally made by private bargain, but in 1785 were offered for public competition and assigned to the highest bidder. Definite stipulations were at the same time made for protecting cultivators from being compelled to grow poppy, and for securing to them freedom from vexatious imposts and a fair price. The cultivators, on the other hand, were made liable to penalties for keeping back opium produced by them, to a deduction of price on opium mixed with water, and to the confiscation if otherwise adulterated. The farmers were bound to deliver annually (failing calamities of season) a certain number of chests containing a prescribed weight of opium, and as much more as might be produced, and not to sell or otherwise to dispose of any opium fit for the Company's provision except to the Company. The exposure of the contracts to competition diminished the profits of the farmers, and induced them to recoup themselves by adulteration.

The resulting injury to the Company led in 1797 to the abandonment of the contract system.

It appears from Mr. H. Colebrooke's *Husbandry of Bengal*, and a memorandum written in 1788 by Ram Chand Pandit, one of the original farmers, that the stipulations imposed for the protection of the ryots had not effectually secured their ends. Ram Chand Pandit, while pointing out the vexations to which the ryots were exposed and the frauds perpetrated by the servants of the farmers, advocated the retention of the trade as a monopoly as essential to secure the purity of the drug and conducive to the interests of the ryots, the country at large, and the Company; of the ryots because they received as high a price as when the trade was free and open, because they were certain of a market and at a price not subject to variation, because they received advances free of interest, and because they were protected by the Opium Agents against the Zemindars and tax-gatherers.

To guard against the dangers incident to a monopoly, Ram Chand Pandit recommended the following scheme—

> Let any gentleman of a feeling heart and a good understanding be appointed to manage this business as agent and not by contract, and let him choose good Native deputies to act under him. * * * According to the abilities and free good-will and desire of such of the ryots as have ground adapted to the culture of the poppy, a proportionate advance should be made to such ryots, * * to enable them to carry on their first cultivation upon condition that no other articles but the poppy should be therein sown. The ryots should also be encouraged not to suffer themselves through fear to be misled by the threats or cajolements of the Zemindars, by being assured that they shall not be allowed to oppress them * * * They who thus volun-

tarily undertake it should be bound to deliver the crude material in a pure state to the Company's agents, and be liable to punishment either for imposing adulterated opium, or for disposing elsewhere of whatever may be produced * * * Let the weight be taken openly, according to the rate agreed upon in the ryot's presence. * * * It is, however, essential that the manager of this article on the part of the Company should himself and in his own person attend to everything concerning it, and not throw the care of it upon deputies who in proportion as they find him careless will infallibly prove unfaithful. * * * Finally, after its receipt into the warehouse, it [the juice of the poppy] should be made up with the greatest care.

The writer predicted that if the ryots were thus assured of fair treatment and protected from ill usage, they would, without any effort on the part of Government, extend the poppy cultivation, and that while grain continued reasonably cheap, poppy cultivation would increase annually.

These recommendations formed the basis of the system of direct management by officers of the Company, which was substituted for that of farm in 1797.

At the time the change was made, the control of the Opium Department was vested in the Board of Trade. In 1819 it was transferred to a Board created by Regulation IV of 1819, and entitled "the Board of Revenue in the Customs, Salt, and Opium Departments." When in 1834 the North-Western Provinces were separated from the Lower Provinces of Bengal, and a separate Government constituted under 3 & 4 Will. IV, Cap. 85, it was ordered that the control of the Department in the North-Western Provinces should remain with the Bengal Board, in order to ensure that the "whole concern, whether in Behar or Benares, might be conducted on a uniform system;" but it was added that the Benares Agent should correspond directly with the Government of Agra on matters arising between him and his Deputies within that Presidency (G. O., 22nd December 1834).

Control of the Opium Department vested in the Board of Trade.
Control transferred to Board of Revenue in the Customs, Salt, and Opium Departments.
Control of both officers retained by Bengal Board after separation of North-Western Provinces.

In 1850 the powers and duties of the Board of Revenue in the Customs, Salt, and Opium Departments were transferred to the Sadar Board of Revenue, thereafter to be styled the "Board of Revenue for the Lower Provinces."

The relations of the Bengal Board with the Benares Agency are, it is said, still governed by the order of 22nd December 1834 above referred to.* Except in the matter of certain appointments to be hereafter noticed, the North-Western Provinces Government is not concerned with the Benares Agency.

In June 1797 the cultivation of the poppy in Bengal was abandoned; and the Opium Department constituted by the creation of the Behar and Benares Agencies.

Creation of Agencies and appointment of Covenanted Civilians as Agents.

The Commercial Agent at Ghazipur received charge of the Benares Agency in addition to his other duties. A Covenanted Civilian, with no other duties, was appointed to the Behar Agency. On the abolition of the office of Commercial Resident in 1836, the officer holding that appointment retained the Benares Agency as his sole charge.

The testing and preparation of the opium at the Factory were carried on under the immediate superintendence of the Agent, assisted by a junior Covenanted Civilian, whose services were often shared by the Commercial Department. The arrangements in the districts were entrusted to Native subordinates, but in consequence of the abuses which resulted from the imperfect supervision of this agency, which imperilled the prosperity of the Department, two Covenanted Civil Servants were in October 1815 appointed Deputy Agents in the Behar Agency, to be located at such places as the Agent might think most suitable. Their prescribed duties were within the limits of the local areas assigned to them to make advances to the ryots for the cultivation of the poppy, to superintend the receipt of the drug, to control the Native establishments, to prevent the illicit cultivation of the poppy and the unauthorized manufacture and vend of opium.† The Agent was directed to inspect all the factories of each of the divisions in his Agency at least once a year, and to submit a yearly report.

Appointment of two Covenanted Civilians as Deputy Agents in Behar.

In 1822 the system of appointing Deputy Agents was discontinued in Behar, and the duties of the Deputy Agents were made over to the Collectors of the districts in which the factories were situated. In 1828 the Collectors of Districts were appointed Deputy Agents in the Benares Agency, though some factories were retained by the Agent under his own charge.§ In course of time it was, however, found that the duties devolving on Deputy Agents could not be efficiently discharged by the Collectors,‖ and in April 1835 it was resolved that, while the Collectors should be retained as *ex-officio* Deputy Agents, Sub-Deputy Agents should be appointed to carry on the work of the Department.¶ It was admitted by the Board of Revenue that the Collector's connection with the Department would be little more than nominal, but it was considered that the influence of a Covenanted officer in the position of the Collector would, on the one hand, be useful as a support to the Uncovenanted Sub-Deputy Agent, and would, on the other hand, be of advantage to the cultivators, because the Collector

The appointment of special Deputy Agents in Behar discontinued, and the duties of Deputy Agents made over to the Collectors of Districts.

Appointment of Sub-Deputy Agents.

* Opium Commission Report, 1883, Part I, Chapter II, paras. 14, 15.
† *Ibid*, para. 22.
‡ *Ibid*, para. 23.
§ *Ibid*, para. 24.
‖ *Ibid*, para. 26.
¶ *Ibid*, para. 27.

would from his peculiar connection with the cultivators, as an officer of land-revenue, have every motive to see them righted, if right were denied them by the Sub-Deputy.

It was contemplated that the duties of the Deputy Agent would be almost wholly confined to the settlement of any questions which might arise between the Sub-Deputy Agent and the Covenanted officers of Government, and to the adjustment of any disputes between the cultivators and the Sub-Deputy Agent.

The Sub-Deputy Opium Agents were appointed by the Government on the recommendations of the Agents and after approval by the Board. After considerable discussion as to the class from which they should be appointed, in reference to a proposal for the employment of Medical and other officers who might have leisure for the duties, it was decided that they should be selected from among Europeans and Eurasians of the class then called "settlers," and that a good knowledge of Persian and an undertaking to abandon all other employment should be required as qualifications for appointment.*

Remuneration of Sub-Deputy Agents partly by commission, and subsequently partly by salaries and partly by limited personal allowances.

In May 1835, Sub-Deputy Agents were appointed to the Benares Agency, and in April 1836 to the Behar Agency. These officers were at first remunerated, partly by salaries and partly by commission, and subsequently by salaries and personal allowances calculated on the production of opium in the area of their charges, and subject to a fixed maximum.†

Constitution of a graded service with fixed graded salaries.

In 1853 Lord Dalhousie substituted a graded service with fixed salaries; five grades were constituted, a salary of ₹500 being assigned to the 5th grade, with an increase of ₹100 in each of the superior grades. The highest grade consequently carried a salary of ₹900. A travelling allowance of ₹5 a day was allowed to all Sub-Deputy Agents when on tour. It appears to have been considered that these salaries and allowances would induce officers of other Departments to apply for admission to the service, for it was ruled that "in order to do justice to all other departments, the first nomination to an Opium Sub-Deputy Agency should be with the Board, rather than as at present with the Opium Agents," though the prospects of promotion of officers in the Department were to remain dependent mainly on the Agents' reports.‡

Appointment of Surveyors.

In 1831 a Surveyor to measure poppy lands was appointed to the Benares Agency; and in 1834 a similar officer was appointed in the Behar Agency. The officers so appointed were afterwards absorbed as Sub-Deputy Agents, but officers under the same designation were subsequently employed from time to time in both Agencies.§

Appointment of Assistant Sub-Deputy Agents.

In 1852, on the proposal of the Benares Agent, in substitution for these officers, Assistant Sub-Deputy Agents were appointed in each division of that Agency, and, in the following year, three Assistant Sub-Deputy Agents were appointed in the Behar Agency. The number of Sub-Deputies and Assistants has from time to time been increased.

In 1868 the list of officers of the two Agencies was amalgamated "with a view to the more efficient performance of the duties devolving upon the Sub-Deputy Agents and Assistants of both Agencies, * * * and to afford greater inducement to young gentlemen of respectability and education to enter the Department."‖

In 1882, it having been represented by the Government of Bengal that the emoluments and prospects of Opium officers were insufficient to attract men of the class from which it was desirable to recruit officers for service in the Department, the following scheme was approved by the Secretary of State and brought into practice from the 1st November 1882:¶

Sub-Deputy Opium Agents—23.

		R
Two	1st grade on	900
Five	2nd „ „	800
Six	3rd „ „	700
Six	4th „ „	600
Four	5th „ „	500

Assistants—47.

		R
Four	1st grade on	500
Ten	2nd „ „	400
Twelve	3rd „ „	300
Fifteen	4th „ „	250
Six	Probationary grade on	200

With the exception that three of the appointments in the 1st grade of Assistant Sub-Deputy Opium Agents have been transferred to the 5th grade of the Sub-Deputy Agents, and that the number of the 3rd grade of Assistant Sub-Deputy Agents has been reduced by one, the number, grades, and salaries of these officers remain as sanctioned in 1882.

* Opium Commission Report, Part I Chapter II, para. 28.
† *Ibid*, paras. 29—30
‡ *Ibid*, para. 32.
§ *Ibid*, para. 33.
‖ *Ibid*, para. 34.
¶ *Ibid*, Part II, Chapter II, para. 216.

Factory Officers.

The manufacture of opium was in each Agency at first superintended by the Agent. In 1820 an Uncovenanted Assistant on ₹400 a month was appointed to Patna specially for work at the Factory.*

First Assistants to the Agent.

In 1827 this officer was got rid of, and Captain Jeremie, an officer of a Native Infantry regiment, who had interested himself in experiments in the cultivation of the opium poppy, became first Assistant to the Agent. On his death in 1832, Dr. Clark, Civil Surgeon of Patna, was appointed, in March 1832, First Assistant to the Agent, and about the same time the Civil Surgeon of Ghazipur was appointed First Assistant of the Benares Agent.†

Civil Surgeons of Patna and Ghazipur appointed First Assistants in addition to their own duties.

The designation of First Assistant was changed to that of Principal Assistant in Behar in 1839, and in Benares in 1865. The Civil Surgeons of Patna in succession performed the duties of this office up to 1846, and the Civil Surgeons of Ghazipur up to 1859, being remunerated with a small salary and a commission.

Designation changed to Principal Assistant.

The appointments of Civil Surgeon and Principal Assistant were separated in the Behar Agency in 1846, and in the Benares Agency in 1859. The appointments of Principal Assistant were conferred on Medical officers, the salary of the Principal Assistant at Patna being fixed in 1855 at ₹1,200, and in Ghazipur in 1859 at ₹1,000. These officers, although they are bound, so far as their other duties allow, to afford medical aid to the Factory employés, are prohibited by an order of the Government of Bengal, No. 814G., dated 1st August 1871, from undertaking private practice.‡

Separation of appointments of Civil Surgeon and Principal Assistant.

To assist the Principal Assistant, an officer was appointed at each Factory under the designation of Head Assistant on ₹400. Since 1879 this appointment has been reserved for Assistant Sub-Deputy Opium Agents who are temporarily seconded.

Head Assistant.

The Agents, Principal Assistants, Sub-Deputy Agents, Assistant Sub-Deputy Agents, and Head Assistants constitute the gazetted staff of the Department. There are several other non-gazetted appointments carrying salaries of ₹100 and upwards, which will be noticed hereafter.

Gazetted Officers.

It will be convenient to give a brief sketch of the system pursued in the Department to secure the cultivation of opium, its preparation for the market, and its disposal, in order to illustrate the duties entailed on the several classes of officers, and the qualifications which are consequently demanded of them.

Sketch of the system of the operations of the Department.

The area under the supervision of each Agent is divided into tracts, which are termed "divisions," the number of the divisions in the Behar Agency being eleven and in the Benares Agency fifteen. Each opium division is under the charge of a Sub-Deputy Agent. The areas of divisions in the Behar and in the Benares Agency differ, however, materially. In the Behar Agency the area of an opium division is never larger than that of a Revenue district; and in some cases, two divisions are comprised in one Revenue district. In the Benares Agency the fifteen opium divisions extend over thirty-seven districts. In prescribing the duties of Assistants, it was contemplated that these officers would simply execute the orders of the Sub-Deputy Agents, and would exercise no independent authority.

This rule is practically observed in the Behar Agency, to which only ten out of the forty-three Assistants are attached, eight being stationed at the head-quarters of Sub-Agencies. Although two sub-divisions in Behar are placed in the charge of Assistants, the supervision and direction of every important operation in these sub-divisions remain with the Sub-Deputy of the Division.

On the other hand, the extensive areas of the divisions in the Benares Agency compelled the creation of a large number of sub-divisions. Of these no less than twenty-seven are placed in charge of Assistants, who, not being at the head-quarters of the division, perform the same duties as a Sub-Deputy, though they are compelled to draw the funds required by them through the Sub-Deputy in charge of the divisions, and forward their returns and accounts to the Sub-Deputy for transmission to the Agent. If it is considered that the Assistant in charge of a sub-division is not sufficiently qualified to take charge of weighments, weighments are made at the head-quarters of the division; but, ordinarily, the superintendence of the Sub-Deputy Agent is confined to an inspection of the sub-division in the course of his cold-weather tour. It follows that the responsibilities of the senior and best qualified Assistants in the Benares Agency are greater than those of the same class in the Behar Agency.

It is obviously not the interest of Government to lock up capital for an uncertain period; and, therefore, in each year an estimate is formed by the Government of India of the quantity of opium required to meet the demands of the market, without materially affecting the average price, and sufficient to provide a reserve to meet a deficiency in the succeeding year should the poppy crop in that year fail. The estimate so framed is communicated through the Government of Bengal to the Opium Agent with an inti-

Estimate of the quantity of opium to be obtained in the ensuing season framed by the Government.

* Opium Commission Report, Part I, Chapter II, para. 35.
† *Ibid*, paras. 37—38.
‡ *Ibid*, paras. 39—45.

mation of the proportion which is to be provided by each Agency. It is then the duty of the Opium Agent to apportion the quantities to be furnished by him among the several divisions of his Agency. In some years it may be found necessary to extend, in others to diminish, the cultivation. The Agent, availing himself of the experience of former seasons as to the divisions from which a supply may be expected with the greatest certainty and of the best quality, intimates to each Sub-Deputy in charge of divisions the quantity of opium he is required to furnish, either by maintaining the cultivation to the extent obtaining in the preceding year, or by extending or contracting it, as may be necessary. The Sub-Deputy, according to the orders he receives, proceeds to arrange for the cultivation of such an area as he thinks requisite for the production of the quota assigned to him. If his orders require a reduction of cultivation, he removes from the registers inferior land, or lands cultivated by ryots who have not carried out their engagements in previous years satisfactorily. If, on the other hand, it is requisite to extend the cultivation, he endeavours to procure engagements from tenants of lands, which, in the course of his tours, he has noted as suitable for the cultivation; at the same time he gives to the reliable cultivators whose lands are already on the register the opportunity of increasing their cultivation.

The Agents assign to the officers in charge of divisions the quantity to be furnished by them.

It is the policy of the Opium Law that engagements should be made by officers of the Department directly with the individual cultivator, and that each cultivator should receive a license to cultivate and the advance made to him on account of the produce to be delivered, and that he should execute individually a counterpart engagement to the Government. In practice, however, engagements are made with the representative of a group of cultivators, who, in the Behar Agency, is termed a "Khátádár," and in the Benares Agency a "Lumbardar." The making of these engagements is technically termed the "Settlement." After this has been concluded, usually at the end of September, the cultivators commence to prepare the land and sow the crop. It is the duty of the Departmental staff to see that the engagements with the cultivators are duly performed. For this purpose the cultivated area is measured in December, and when second advances are made, they are then given. In charge of a certain quantity of cultivation is a Ziladar; it is his duty, with the aid of his local knowledge, to assist in selecting lands fit for poppy cultivation, and to see that the cultivators receive their advances and sow according to their engagements. It is also his duty to report if any unlicensed land is cultivated. After the sowings have been made, it is his duty to bring to the notice of his superior officer any instance in which the crop is not properly weeded and cared for. The immediate superior of the Ziladar is the Muharrar, of whom there are three in each sub-division, and the immediate superior of the Muharrars is the Gumashta, the head executive Native officer in the sub-division, who controls the work of the Muharrars and Ziladars. The measurements of the areas under cultivation are made by the Native staff, and tested by the officer in charge of the division or sub-division. It is the duty of the Native staff when on tour to report on the state of the crops and any damage which may be done to the crop. The Sub-Deputy Agent or Assistant, as the case may be, proceeds through his sub-division, supervising the work of the Native staff, enquiring into complaints, and ascertaining whether smuggling is prevalent; and, in the Benares Agency, he is also expected to examine the village lands and make notes which may guide him in the selection of suitable lands for cultivation at subsequent settlements. In the Benares Agency, where, the Agent states, the desire on the part of cultivators to obtain licenses is ordinarily greater than he can satisfy, the most frequent causes of complaint are that a cultivator who has in previous years received a license has been refused one, or that he has received a license for a less area than he previously cultivated.

When the measurements are made in the Benares Agency, each cultivator receives a "miniature license" stating the extent of cultivation for which he has been admitted to engage and the amount of the advance he has received, with blank columns, to be subsequently filled up, showing the amount of opium delivered by him and the sum he is entitled to receive.

When the poppy has come into flower, the white petals are collected and made into what are technically called "leaves," in which the opium is packed for export For the supply of these "leaves" advances are also made to the cultivators. The leaves are delivered at the headquarters of the sub-division, and, in the Benares Agency, are paid for on delivery, but in the Behar Agency, ordinarily, on the final adjustment of accounts.

The next important operation is the weighment of the opium which has been collected from the ripening capsules. About the end of March, or early in April, summonses are sent to the Lumbardars and Khátádárs, fixing a date on which the cultivators, whom they represent, are to attend with their opium at the place of weighment; and the Ziladar, who is responsible for their punctual attendance, satisfies himself that the summonses are attended to in order to secure the attendance at one time of only so many cultivators as are required to keep the scales fully employed; the officer in charge decides, in consultation with his Gumashta, what groups shall be summoned to attend on a particular date. On the arival of a group of cultivators, it is the duty of the Gumashta to enter their attendance in the prescribed register; and, in the Benares Agency, to furnish the Lumbardar with an attendance ticket bearing a serial number, which entitles the group to have the weighments conducted and payments made in the order of the number shown on the ticket. In the Behar Agency the Khátádárs present the opium for testing, and on weighment receive payment for it. In the Benares Agency the cultivator does so, and as each presents his opium, he is identified by the Lumbardar and Ziladar. Before weighment the opium is *purukhed*, that is to say, tested to ascertain that it is free from impurities and to determine its consistence; any parcel of opium suspected of being adulterated is set aside and forwarded separately for examination at the Sadar Factory. In some divisions the opium is also subjected to an iodine test for starch. If the opium is judged free from adulteration, it is at once classified. The operations of testing and classification are gene-

rally performed by Native *purkheas;* but the Sub-Deputy or Assistant takes part in it. After classification the opium is weighed, and its weight and value entered in the office registers and in the licenses of the Lumbardars or Khátádárs, and in the Benares Agency in the miniature licenses of the cultivators.

On these latter entries payments are made, usually under the supervision of the officer of the division or sub-division. The accounts, however, are not as yet finally adjusted, for the actual value of the opium cannot be determined until it has been tested at the Sadar Factory. The *purukhing* officer, to be on the safe side, occasionally classifies the opium tendered somewhat below its actual standard, and in the Benares Agency a deduction of two annas in the rupee is made to cover over-classification. If on subjecting the opium to accurate test at the Sadar Factory it is found that the classification of any parcel of opium is erroneous, information is given to the District Officer, who adjusts the accounts with the cultivator or Khátádár concerned.

The stalks and leaves of the poppy plant, technically called "trash," are used as dunnage for packing the cakes. Trash is delivered in the Behar Agency at the head-quarters of the Agency, but the credit for the price is not given to the Khátádárs till after examination and weighment at the Sadar Factory. In the Benares Agency contracts are made with the Lumbardars for the delivering of trash at the Sadar Factory, and the Lumbardars arrange with the cultivators for the quantities they have engaged to supply.

Although in Behar the Opium officers at the time of weighment deal directly with the Khátádárs, the cultivators assemble in considerable numbers, and it is found difficult in that Agency, as well as in the Benares Agency, to maintain order during the progress of this operation, so important to the cultivator. In the Benares Agency, and less freely in the Behar Agency, outsiders, both Europeans and Natives, are engaged at this period to assist the permanent staff. The presence of responsible officers is required, not only to maintain order, but to dispose of the complaints which arise respecting inadequate classification or the undue abstraction of opium when it is placed in the weighing vessels or removed from the scales.

Opinion of the Opium Commissioners that the administration of the Opium Law was ineffectual to prevent fraud.

The Commission reported that of the two most important objects of the Opium Laws, *viz.*, the protection of the ryot from illegal exactions, and the securing for Government the entire produce of the cultivation, neither was attained under the present administration of the law; that fees and perquisites were habitually taken by officers of the Opium Department; that the practice was notorious and universal, though it had been perhaps reduced more completely to a system in the Behar than in the Benares Agency; that it had been brought to the notice of the authorities without any serious effort having been made to repress it; that correspondence was on record showing in detail the shares in which the illegal cess known as *khurcha* was divided among the Amlah, but that *khurcha* was still levied and divided as before.* It is understood that these charges against officials do not affect the European officers of the Department.

The Commission abstained from conjecturing the quantity of opium kept back and secretly disposed of by the ryots, but inferred from the insignificant consumption of excise opium in the poppy districts that the Government was annually defrauded of a very large quantity. It was observed that, if from the total area of poppy cultivation, estimated roughly at half a million of acres, only a small fraction of the produce of each acre was embezzled, the total loss would seriously reduce the profits which the Government should derive from its opium monopoly.†

The Commission held that in any case the cultivator kept back the opium with the connivance of those whose duty it was to secure its complete delivery, and observed that the fact that a Gumashta or Kothi Muharrar should supplement his inadequate pay partly by plundering the ryot, and partly by defrauding the Government might be regretted, but could hardly be wondered at.‡

Advances for the construction of wells.

In addition to the duties above described as devolving on the District staff of the Department, it may be mentioned that advances are made in both Agencies, of considerable amounts, for the construction of wells. It is the duty of the District Officers to ascertain that the persons applying for such advances seek this assistance in order to develop opium cultivation, and to make enquiries into the character and solvency of the applicants, and, where the security is a bond guaranteed by sureties, the character and solvency of the sureties. It being found that water from wells is warmer and richer in earth and alkaline salts than canal water, and therefore more suitable for the cultivation of poppy, wells are not unfrequently constructed even in districts supplied with canal irrigation.

Relations of the Opium Officers with the Officers of other Departments, with Zemindars and Planters.

In considering the qualifications required in Opium officers of the higher grades, it must not be overlooked that, in the discharge of their duties, they not unfrequently come in contact with officers of the Excise and Revenue Departments, with Military officers, with Zemindars, and with Planters. The Opium Commission observed: § "In one case the local officers succeeded in obtaining the prohibition of poppy cultivation in the head-quarters town and its immediate neighbourhood on the ground that the

* Opium Commission Report, 1883, Part III, Chapter IX, para. 780.
† *Ibid*, para. 782.
‡ *Ibid*, para. 786.
§ *Ibid*, Part II Chapter IV, para. 239.

cultivation was an inducement to smuggling. In another district we were informed that the Magistrate had objected to weighments being held at the place most convenient to the cultivators, because he feared the sanitary effects of collecting a large body of *assamis* in the vicinity of the town. In more than one district of the North-West we found that a similar difficulty had been experienced in selecting places for opium weighments. On the whole, the impression left upon us by our enquiries was that the relations between the Opium Department and the District Officers are not so cordial and sympathetic as could be desired * * *. A District Officer not long ago recommended that a strict rule should be passed making poppy cultivation conterminous with the boundaries shown in the *Khasra* Survey maps, and prohibiting a ryot from sowing a part only of any field with poppy. The enforcement of such a rule would probably have the effect of making nine ryots out of ten abandon the cultivation."

And again: "There is no point in which the isolation (so to speak) of the Opium Department is more strikingly manifest than in the treatment which a Sub-Deputy Agent receives when he attempts to gain permission from the local authorities to establish a weighment station. Alike by civil and by military officials he is treated as a kind of public enemy. He is told that the congregation of a number of opium ryots is a nuisance to the station residents; that there is a risk of an outbreak of epidemic disease, or that there are military reasons to prevent his request being complied with. On such grounds as these he is hustled off to some out-of-the-way place, inconvenient both to himself and to the cultivators."*

The Opium Commission also pointed out that the Department was closely concerned with the Department of Irrigation. In the South Ganges Districts of Behar irrigated by the Sone Canal, complaints were made that canal distributaries had cut off poppy lands from communication with the village wells, of which the water by reason of its greater richness in saline and mineral matter, and its higher temperature in the cold season, was more beneficial than canal water for poppy cultivation. On a remonstrance being addressed to the Irrigation officers, they proposed that the ryots should be allowed to carry aqueducts for well water across the distributaries, but subject to the condition that the well water should be used only for irrigating the poppy lands, and that they should pay water-rates for all lands so irrigated as if they had been irrigated with canal water. The intervention of the Board of Revenue induced the Government to undertake the cost of constructing the aqueducts and relieve the ryot from liability to pay irrigation rates for the well water used upon his poppy lands; but if he should venture to use well water for an adjoining plot of vegetables, he is still required to pay full water-rates for both descriptions of land. In the Benares Agency complaints were made that the supply of canal water was insufficient and irregular, as to which the Commission observed, "in this matter the poppy is not worse treated than other crops: its misfortune is that it must be watered at the precise time when it needs water."†

Although it may be inferred from the desire of the ryots to obtain licenses that the cultivation of the poppy is in the North-Western Provinces more advantageous to them than other crops, and therefore enables them to meet the demands of the Zemindars, the Commission reported that "it is the general opinion of those best qualified to judge that the Zemindar though he may not actually be hostile, looks upon poppy cultivation with no friendly eye." The ryots cultivating opium know that they will receive protection from oppression on the part of their landlords from the officers of the Department; the Zemindars resent any interference with their authority, and dislike the visits of the Gumashta and the Ziladar to their estates. It was reported in the Gorakhpur District that some large proprietors absolutely prohibited their tenants from obtaining licenses, and that in Oudh a Zemindar had taken proceedings to eject some eighteen or twenty ryots on the ground that they had taken to poppy cultivation.‡

In the Behar Agency considerable opposition to the cultivation of opium was formerly offered by Indigo Planters. It is the interest of the Opium Department and of the Indigo Planter to secure lands of the best quality, and worked by the most careful and experienced cultivators; and although there are grounds for hoping that these conflicting interests may be reconciled by an improved system of cultivation, such opposition to a certain extent still exists, and a few years ago was the occasion of a serious dispute in the Champarun District.

Salaries of the Subordinate Native establishment in the Mufasal.

Except in Behar, where the Native officer immediately subordinate to the Sub-Deputy, styled the Native Assistant, performs the duties of Sheristadar and Treasurer on a salary of ₹40, but with a commission which may raise it to ₹165 a month, no Native subordinate in the Mufasal establishments is in receipt of pay amounting to ₹100 a month.

After the opium has been received at the Sadar Factories, so much of it as is intended for the foreign markets is reduced to a uniform consistency (varying at the two Factories), packed and despatched for sale to Calcutta, where it is placed in store under the charge of the Intendant of the Store Godowns, and sold by an officer of the Board of Revenue, who receives a fee of ₹32 for holding the auction.

Other opium is manufactured at both Factories for excise purposes and sold to the Local Governments. Medicinal opium is manufactured at the Patna Factory only, but morphia and narcotine are manufactured at Ghazipur.

Sadar Factories: Duties of the Principal Assistant.

The Principal Assistant in each Factory is responsible for the work of the Factory in all its details, the discipline of the Factory establishment, the assignment of their various duties to his subordinates, the

* Opium Commission Report, 1883, Part III, Chapter V, para. 669.
† *Ibid*, Part II, Chapter IV, paras. 240 2.2.
‡ *Ibid*, paras. 244-245.

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correctness of the Factory opium and cash accounts, and for the proper carrying out of all the different processes from the receipt of the crude materials into the Factory until the despatch of the packed chests. He is also the Opium Examiner, charged by Act XIII of 1857, sections 13 and 14, with the duty of testing and pronouncing on the quality of the opium received from the cultivators. If a Medical officer, he is in medical charge of the Factory operatives, so far as his other duties admit: and at Patna he is also (in subordination to the Agent) the officer in responsible charge of the saw mill, which turns out the chests for both Agencies. The senior of the two Principal Assistants receives a salary of ₹1,200 and the junior of ₹1,000; and each occupies a house within the Factory premises, for which he is charged a low rent.

Duties of Head Assistant.

The Head Assistant at each Factory is in charge of the opium from the time it has been tested until it passes out of the Factory. He is responsible for its proper storage, its allegation and manufacture into cakes. He supervises the storage of the cakes, their repair and packing. It is his duty to see that the registers connected with the departments under his control are properly kept up, and that the necessary forms and returns are punctually submitted; his salary is ₹400.* In the Ghazipur Factory, there are six Factory officers, whose salaries are not less than ₹100. The Assay Registrar is in charge of the Laboratory, and superintends all assays and the extraction and manufacture of morphia and narcotine. It is also his duty to keep the necessary registers of all assays and analyses. The Factory Assistants discharge such duties as may be assigned to them by the Principal Assistant. Among these are the charge of stores, the annual adjustment of scales and weights, the superintendence of the Factory Workshop, of the weighment, sorting, and storing of leaves and trash (leaves and stalks of the poppy plant used as dunnage); the manufacture, storage, care, and repair of cakes; the packing and discharging of cakes, the preparation and issue of lewa (opium paste) with which the leaf envelopes of the cakes are fastened together, and the packing of the opium chests. The Engineer is in charge of the pumping engine and of the steam and manual fire engines, and commands the Fire Brigade.

In the Clerical establishment there are two Assistants, a Head Accountant and a Head Auditor, drawing salaries shown in the Statement in Section II.

In the Behar Agency there are an Assistant Opium Examiner, a Laboratory Superintendent, two Factory Assistants, a Store-keeper, Head Clerk, and Saw Mill Engineer; and in the Clerical Department, a Head Accountant, a Head Clerk and Sheristadar, a 2nd Clerk and Sub-Accountant.

The Opium Commission made the following, among other, recommendations:†

That the Opium Department should be withdrawn from the supervision of the Board of Revenue and be placed under a Covenanted Civil Servant, styled Director General immediately subordinate to the Government of India, with his head-quarters at Lucknow.

That there should be attached to that officer as a Personal Assistant also a member of the Covenanted Civil Service of not less than five years' standing, who should hold the appointment for three years.

That there should, as at present, be two Agents, Covenanted Civilians of from thirteen to fifteen years' standing, who should hold office for five years, and that the post of Director General should be reserved for officers who had passed through the grade of Agent.

That the Sub-Deputy Opium Agents should in future be styled Deputy Agents, and the Assistant Sub-Deputy Opium Agents should be called Assistant Agents.

That the positions of Sub-Deputy and Assistant Sub-Deputy Opium Agents should be improved and the service made more attractive—

(*a*) by equalizing allowances for house-rent; and

(*b*) by empowering the Director General to distribute an amount not exceeding ₹13,500 a year among the most meritorious of the gazetted and non-gazetted officers of the Department as bonus allowances.

That the number of Deputy Opium Agents in the Benares Agency should be increased to eighteen, making with eleven in Behar the total number twenty-nine.

That the number of Assistants should be increased from forty-seven to fifty, of whom thirty-five should be attached to the Benares and fifteen to the Behar Agency.

As to the Agency and District establishment, the Commissioners recommended:

that in the establishment of each Agent there should be—

	₹		₹
An Accountant and Head Assistant on	300	rising to	500
A Head Clerk and Sheristadar	150	„	200
A second Clerk	100	„	120
Two Clerks (each)	80	„	100
And in the Benares Agency two other Clerks also (each)	80	„	100

in addition to a clerical and menial staff less highly paid:

that at the head-quarters of each Deputy Agent there should be a Head Clerk and Sheristadar on ₹100 rising to ₹150:

that Gumashtas should be divided into two grades—

	₹
Gumashtas, 1st grade	200
„ 2nd grade	150

and that the numbers of the appointments in each grade should be nearly equal.‡

* Opium Commission Report, 1883, Part II, Chapter XI, para. 366.
† *Ibid*, Part III, Chapter II.
‡ *Ibid.*

It was observed that the Gumashta is "an officer whose duties, powers, and responsibilities are fully on a par with those of an Inspector of Police, a Tahsildar in the North-Western Provinces, or a Sub-Deputy Collector in Bengal;" that "he is the confidential adviser of the Deputy Agent in the conduct of settlements;" and that "all payments for advances are made on his recommendation."*

It is unnecessary for the purposes of the present enquiry to recite the recommendations of the Commission respecting the conduct of business in connection with settlements, advances, remissions, and weighments, except to notice that the Commission advocated the employment of three European officers to superintend weighments, two of whom were to be permanent officers of the Department, *viz.*, the Deputy Agent and his Assistant, and the third a temporary officer engaged for the occasion. It must, however, be noted that in describing these officers as Europeans, the Commission apparently adverted to the then existing system of recruitment, and did not contemplate the expression of an opinion as to the respective fitness of Europeans and Natives for the discharge of the duties of Superintendents on such occasions.†

As to the establishment at the Factories, the Commission accepted the view that no officer could be considered to be thoroughly qualified for the important position of Factory Superintendent who did not possess considerable scientific attainments of a certain kind and previous experience of the working of an Opium Factory, or who was wanting in tact in the management of a large establishment.

The Commission considered that the Principal Assistant need not be a Medical officer. It was observed, however, that to be able to perform efficiently the work devolving on a Factory Superintendent, the man must be a highly skilled Chemist and proficient in quantitative analysis—attainments rarely possessed by members of the Medical Service, and which when possessed by a member of that service would entitle the Medical officer to expect a higher salary than ₹1,200 as the limit of his advancement, and consequently that it was improbable that the Department would secure his services. It was further observed that an officer appointed from the Medical Service could not have enjoyed previous experience in an Opium Factory, and had rarely, if ever, acquired any knowledge of practical mechanics.

In view of these considerations, the Commission came to the conclusion that for Factory Superintendents the Opium Service would be likely to furnish a wider and better field of choice than the Medical Service; it was therefore recommended that the Government should announce to the Opium Service its intention to open to that service the posts of Factory Superintendents; that the possession of a first-class certificate from the Royal School of Chemistry, South Kensington, and of a satisfactory certificate of having gone through a six months' workshop course should (provided the Government was satisfied of the candidate's capacity to manage with tact a large establishment) be considered as rendering an Opium officer eligible for one of the appointments, and that particulars of the certificates which might be substituted for the certificate of the Royal School of Chemistry should, from time to time, be notified.

It was contemplated that if that recommendation was accepted, an Assistant Opium Agent would, in the early years of his service, acquire in this country a partial knowledge of Chemistry, and then take furlough, in the course of which he would obtain the required certificates; that hereafter young men would join the service already holding workshop certificates and some kind of certificates of chemical knowledge; meanwhile it was proposed, as the best course for adoption, that failing a duly qualified member of the Opium Service, the post of Factory Superintendent should be filled by a member of the Medical Service, who with some special knowledge of Chemistry, and after having held charge of a District Jail, should have acquired special training as an Assistant Factory Superintendent on a salary of, say, ₹750.‡

The post of Head Assistant, which since 1879 has been held by Assistant Sub-Deputy Opium Agents who are temporarily seconded on the list, the Commission considered should be a prize for the junior ranks of the Opium Service, just as that of Factory Superintendent would, if their recommendations were approved, be a prize for the senior ranks of the service. They regarded the appointment as a training ground for the men from whom the Factory Superintendents would be selected. They proposed that candidates for the appointments should produce satisfactory certificates of a six months' workshop course and of having passed an examination in Chemistry of a standard to be from time to time prescribed, and that the selection of officers for the appointment should rest with the Director General.§

In the clerical establishment of each Factory, the Commission recommended that there should be a Head Auditor on a salary of ₹150 rising to ₹250.

As to the ungazetted Factory Establishment, the Commission recommended that there should be in each Agency eight officers drawing salaries amounting to ₹100 and upwards, *viz.*,

		₹		₹
An Assistant Opium Examiner on		250	rising to	350
1st Factory Assistant		200	„	250
2nd	ditto	175		
3rd	ditto	150		
4th	ditto	140		
5th	ditto	130		
6th	ditto	120		
7th	ditto	110		
8th	ditto	100		

and in the Benares Agency an Engineer on a salary of ₹100 rising to ₹150.

* Opium Commission Report, 1883, Part III, Chapter III.
† *Ibid*, Chapter V, para. 676.
‡ *Ibid*, Chapter VII, paras. 720-729.
§ *Ibid*, paras. 730-731.

The Commission observed that the Assistant Opium Examiner should be a person of good general education, particularly in arithmetic, and possess a fair knowledge of theoretical and practical chemistry. Such a knowledge, it was believed, could be obtained by attendance at a full course of lectures, and by undergoing a course of practical instruction in the Laboratory at either the Presidency College or the Medical College, Calcutta.

It was insisted that proof should be required that a satisfactory examination had been passed in Inorganic Chemistry, both theoretical and practical, and, failing a competent candidate from the ranks of the Opium Department, the appointments might, the Committee thought, be thrown open to Natives of good character and physique.*

In the Saw mill establishment at Patna, the Commission considered the salary of the Superintendent, ₹400, sufficient for the appointment.

The recommendations of the Commissioners were referred to the Bengal Board of Revenue, who considered them and submitted their opinion on them. On some questions orders have been received; on others they are still awaited.

The recommendation respecting the appointment of a Director General of Opium, and the recommendations which were contingent on the creation of that appointment, have been negatived.

In letter No. 980 T.R., dated 28th June 1884, from the Government of Bengal to the Government of India, Sir Rivers Thompson accepted the recommendation of the Opium Commission respecting promotion of officers in the Department to the post of Principal Assistant or Superintendent of the Factory; and in another letter No. 2600-1300, dated 18th December 1886, the Lieutenant-Governor approved of the recommendation that the post of Head Assistant or Assistant Factory Superintendent should be filled from the junior ranks of the Opium Service.

It will be seen from the table prepared by the Departmental member that, in addition to the two Agents who must necessarily be Covenanted Civilians under the Act 24 and 25 Vic., Cap, 54, the two Principal Assistants, twenty-four out of twenty-six Sub-Deputy Opium Agents. twenty-one out of thirty-seven Assistant Sub-Deputy Opium Agents, and two out of five Probationers, are Europeans not domiciled in India; that one Sub-Deputy Opium Agent, nine Assistant Sub-Deputy Opium Agents, one Head Assistant, and two Probationers are Europeans domiciled in India; that one Sub-Deputy Agent and seven Assistant Sub-Deputy Agents are Eurasians; that one Probationer is a Mahomedan; and that there is no Hindu in the gazetted ranks of the Department. It will also be seen that in the Benares Agency, out of ten Factory appointments carrying salaries of ₹100 and upwards, one is held by a non-domiciled European, two are held by domiciled Europeans, five by Eurasians, and two by Hindus; that in the Behar Agency, out of ten Factory appointments, one is held by a non-domiciled European, one by a domiciled European, five by Eurasians, two by Hindus, and one by a Mahomedan, and that the appointments held in both factories by Hindus and Mahomedans are mainly of a clerical nature. The Intendant of the Store Godowns at Calcutta is a Eurasian.

Appointments to the office of Agent are made by the Government of Bengal; but the selection of the Benares Agent is left to the Government of the North-Western Provinces. The Civilians at present filling these posts are officers of upwards of 28 years' service. The appointments of the Principal Assistants are also made by the Bengal Government, and these offices have, as has been already noticed, been uniformly conferred on Medical officers for about fifty years. The appointments of other gazetted officers were formerly made by the Bengal Government by nomination. In 1884 the Lieutenant-Governor suggested to the Government of India that candidates for employment in the Opium Department should, after nomination and admission to the service, be required to pass a qualifying examination similar to that prescribed by Resolution No. 2273 (Financial), dated 15th April 1876, for admission to the Financial Department, and that certain modifications should be made in the examination.† These proposals were approved by the Government of India.‡

In a Resolution, dated 14th July 1884, the Bengal Government published rules for the admission of Europeans to the Department by competitive examination.

The question of the appointment of Natives to the higher posts in the Opium Department was raised by the Lieutenant-Governor of Bengal, Sir George Campbell, who in July 1871 called for an exact report of the system under which Natives were employed in the Opium Department, showing in what capacities they entered, to what they rose, and why they never rose any higher. The Board of Revenue thereupon called for reports from the Agents. Mr. Abercrombie, the Behar Agent, held that the work of an Opium officer was that of a farmer, in which educated Natives took no interest, and for which they were morally and physically unfitted. For the hard work at weighments he said that they had no stamina. He pointed out that there was no office in which there were greater facilities for fraud and peculation; that the cultivators would have no faith in Natives; that the class employed, if Natives were admitted, would be Bengalis, who would be looked down upon; that Natives would not be able to protect the ryots from fraud and extortion; and that great discontent would ensue. The Benares Agent also expressed himself as strongly opposed to the appointment of Natives, and the Member of the Board in charge of the Department, Mr. Money, concurred generally in these opinions. He thought it probable that, at any rate at first, Natives, though they might be perfectly honest, would not inspire the confidence which

* Opium Commission Report, 1883. Part III, Chapter VII, paras. 736-739.
† Letter from Government of Bengal to Government of India, No. 1402A., dated 14th March 1884.
‡ Letter from Government of India to Government of Bengal, No. 309, dated 17th April 1884.

a European did in the minds of the cultivators; and, having regard to the possible financial injury to Government, he pronounced the appointment of Natives to the higher grades in the Department very undesirable. In a letter, dated 5th November 1872, the question was referred by the Bengal Government for the consideration of the Government of India, but it does not appear that any further steps were taken.

In excluding the Opium among other Departments from the operation of the rule promulgated in 1879 respecting the appointment of Europeans, the Government of India observed that it was not its wish that appointments in the Executive Departments should be in any way reserved for Europeans; and that the duties of the Opium and Customs Departments were not more technical or arduous than those of the Land Revenue and Settlement branches of the Service, wherein Natives did excellent work * * * , and a hope was expressed that it might be possible to appoint Natives of India more and more freely to the higher offices in those Departments (Circular of the Government of India, No. 21—746-753, dated 18th April 1879).

In 1883 a petition was forwarded to His Excellency the Viceroy by the Graduates' Association at Allahabad, praying that the gazetted appointments in the Opium Department and the Factory Assistantships might be thrown open to Natives.

This petition was referred to the Government of Bengal, and by that Government to the Board of Revenue for report. Before replying to the reference, the Board again consulted the Agents. The Benares Agent, Mr. H. Rivett-Carnac, C.I.E., observed that the qualifications for gazetted officers in that Agency were activity, intelligence, and integrity—a combination of qualities which he thought might certainly be found among selected Native candidates. He therefore considered that the gazetted appointments might with advantage be thrown open to Natives of India, and he reminded the Board that a Native had been, on his recommendation, appointed to officiate as an Assistant Sub-Deputy Agent in 1880, and that in 1883 a further recommendation had been submitted by him on behalf of this gentleman. He expressed his opinion that Native gentlemen of the class from which Tahsildars and Deputy Collectors are recruited might do excellent service as Assistants, and eventually as Sub-Deputy Agents. He did not regard it as desirable to select men for promotion from the ranks of the Gumashtas as, although experienced, they would generally be too old to commence as Assistants, nor were they as a rule of the class from which Native Assistants should be drawn. Adverting to the difficult and irksome nature of the duties of Opium officers and the unpopularity of the Department when compared with the prestige and advantages offered by the executive and judicial branches of the public service, which he thought would deter the better class of Native gentlemen from seeking employment in the Department, he declared himself nevertheless in favor of opening the Department to Native gentlemen, and was sanguine that the success which had attended their appointment to the gazetted grades of the Public Works, the Postal, and other Departments of the public service might, in due course, be recognized in the Opium Department also. But to secure the success of the experiment, he advised that the change should be introduced cautiously, the candidates being in the first instance carefully selected by Government, and then trained under the most experienced Sub-Deputy Agents; that the candidates should for the present be appointed as Probationary Assistants, and on qualifying themselves be promoted to the higher grades in the same manner as European Assistants. He also advised that for the present the appointment of Natives should be limited to one among every four vacancies—a restriction which might by degrees be removed as the selected candidates justified their appointment.

The Behar Agent, Mr. W. Kemble, adverting to an admission in the petition that the Opium Department was a purely agricultural and commercial concern, observed that the petitioners could not plead on behalf of the Natives of India that, in consequence of their not having hitherto been admitted into the gazetted grades in that Department, they had been excluded from a share in the government of the country, for it could hardly be argued that an officer of the Opium Department was in any sense one of the governing body. He considered that circumstances having rendered it necessary that the Government of India should become the head of one of the largest and most important agricultural and commercial concerns ever known, it was incumbent on that Government to conduct its business on strictly commercial principles, and setting aside all sentiment with regard to nationality and race, to select as its Sub-Managers the men best suited for the work required from them. Inferring that the gentlemen on whose behalf the memorial was submitted were mostly men of superior education or birth, he expressed his belief that Englishmen of those classes would not, as a rule, be selected as Assistants by any Indigo Planter—a business which approached very nearly to that of the Opium Department; nor would these classes wish to take such service unless they were closely connected with the proprietors, and in possession of, or with an immediate prospect of obtaining, a share in the concern; that such men as mere paid Assistants would be the worst an Indigo Planter could employ; and that such classes in India would, in his opinion, be the most ill-suited for employment under Government as Assistant Opium Agents. The educated Natives of India would, he thought, despise the comparatively humble and simple duties required from an Opium officer of the gazetted grades, *viz.*, to be constantly on the move from village to village to see that the Gumashta dealt fairly with the cultivators, and to induce the cultivators to accept advances and to carry out their engagements. Noticing an observation of the memorialists that the real hard work was done by these Gumashtas, and admitting that this was, and always must be, the case, he maintained that the duty of properly supervising the Gumashtas, and seeing that they did their work, would be better performed by an English man of active habits than by an aspiring and ambitious Native, with nothing to recommend him but his book-knowledge and power to pass an examination. He observed that the culture

which the memorialists regarded as *primâ facie* evidence of the honesty of the best graduates would not be a proof that they would command the respect of their subordinates, nor a guarantee that they would get the same amount of work out of their Gumashtas, or the same quality of opium from their Zillas, as the more active, but perhaps less intellectual, Englishman. He admitted the assertion of the memorialists that Natives work as hard at inspection and at the scales at the time of weighment as Europeans, but he denied that the same results followed. He asserted that he had served in many indigo districts, and had never yet seen a Factory fall into Native hands in which the quantity of the manufacture did not fall off and the quality of the dye deteriorate, and he maintained that the result was the same with regard to all business conducted on the European system by Native agency. He disclaimed any hostility to Natives generally, and held them admirably suited for some professions and posts, but he contended that it would not pay to put them in as Managers of an opium business. Comparing the work of a Sub-Deputy Opium Agent with that of the Manager of an indigo concern, he reminded the Board that where the Department had one European in charge of cultivation extending over two thousand or three thousand square miles, the Planter had an Assistant in every five or six villages. He declared that the Native subordinates in the Department scarcely knew the names of the villages under their charge, while the Planters and Gumashtas knew every ryot and every square foot of ground. Active and efficient European agency he considered essential to make a business prosperous, and he regarded with disfavor any proposal which might tend to reduce the already too small staff of English officials. As to the employment of the memorialists in the post of Factory Assistants, he considered the number of the appointments so small, and their duties so very unintellectual, that he could not believe that the Graduates' Association had been aware of their nature when asking for employment in that branch. He thought that an active and intelligent head *mistri* might be employed, but that East Indians, for whom there were but few posts available under Government, were the best agency they could find. Reciting Mr. Abercrombie's opinion, he expressed his general concurrence therein, but stated he did not think that the better class of Natives, such as the memorialists, would be dishonest, but that they would not keep their subordinates so honest as a European could, and that they would ever be afraid of some small faults of their own being made the subject of a false charge, in defence of which they would not have the courage to tell the truth, and which would put them in the power of their subordinates. In forwarding these reports to Government, the Board, while allowing the great progress of education among Natives (since July 1871, when the question was first mooted), and the development of the policy of the more extended employment of Natives in Departments of the public service for which they are fitted, declined to affirm that highly educated Natives possessed the necessary qualifications for the work devolving on officers of the Opium Department. Having regard to the disastrous effects on Imperial finances which would result from any mismanagement, the Board deemed it necessary to proceed with the utmost caution in adopting the change desired, and expressed doubts whether Native cultivators would have the same confidence in the officers of the Department as they had, if Native superior agency were substituted for European to any great extent. This doubt was especially felt in reference to the employment of Natives of Lower Bengal among Natives of Behar and up-country cultivators. The Board desired it to be understood that they did not deny that Natives could be found possessing the necessary qualifications of an efficient Opium officer; but, considering that the prospects of the Department were not nearly as good as those of the Judicial and Subordinate Executive Services, in which the duties were far more congenial to Natives, they believed that the Opium Department would not obtain the pick of the men anxious to enter the public service. Regarding the Opium Department as a great commercial undertaking, they held that Government must be guided by the ordinary rules that would influence commercial men engaged in business, and seek the best agency that could be procured for the remuneration offered; and stating the question of the employment of Natives in the superior appointments in the Department in this form, the Board thought that there could be no doubt what reply should be given to it. They declared their conviction that the European was the most suitable officer for the duties devolving on Sub-Deputy and Assistant Agents. At the same time they declared their readiness, if Government was pleased to direct the experimental employment of selected Natives, to arrange that the work was properly watched and reported on; but they suggested that, if such orders were issued, Natives should be appointed alike in both Agencies.* The Lieutenant-Governor, Sir Rivers Thompson, in communicating the report of the Board and the opinion of the Agents to the Government of India, made the following observations:—

"Approaching the question now in the light of recent experience, the Lieutenant-Governor very freely admits that among the educated Native gentlemen who now-a-days seek Government employment many are to be found fitted, so far as education and probity can fit them, for employment in the higher grades of the Opium Department. The exclusion from employment in that Department, which has been hitherto enforced against them, has not been based on any defect in intelligence or any want of probity on their part, but because of their supposed general unfitness for the kind of duties which Assistant and Sub-Deputy Opium Agents have to discharge. It has hitherto been believed (and it will be observed that one Agent and the Board still share in the belief) that their relations with the cultivators in matters calling for much tact and perseverance, though attracting but little public attention, would seldom be satisfactory; that the strict and laborious supervision which the work demands, calling frequently for the exercise of great personal activity and entailing exposure to inclement weather would not always be fulfilled; and that placed in positions when the interests of Government in the Opium Department conflict with the interests of private European enterprise, Natives

* No. 243B., dated 10th April 1884.

would lack the necessary self-confidence. From such a belief as this it was naturally concluded that the pecuniary interests of Government, which in the Opium Department are very great, would suffer from the employment of Natives in the higher grades, and accordingly the Government has hitherto not been willing to trust the responsibility to other than European hands. Having regard to the interests at stake, to the difficulties with which opium cultivators have to contend in this country, and to the necessity of procuring for the China market the best description of drug manufactured in the best and most careful manner, the Lieutenant-Governor must say he thinks the policy hitherto pursued has been prudent.

"At the same time Mr. Rivers Thompson desires to express his opinion that Government cannot always maintain this attitude of exclusion without at least giving Natives a trial in the Opium Department. There may be found Native gentlemen who, to the intelligence and probity which the Native members in the higher grades of the public service now, as a rule, exhibit, may join that of physical endurance and self-confidence, tact, and perseverance which the Opium Service needs, and from this point of view I am to say that the Lieutenant-Governor is himself willing, under conditions of careful selection and supervision, to open the Opium Service to Natives. The ultimate decision of the question is, however, of more importance from an Imperial than from a Provincial standpoint, for the opening to be given in the Opium Department to Natives can be but small, while, as the Opium revenue is Imperial, the loss from an unsuccessful experiment would fall on Imperial Funds."

The Governor General in Council, after carefully considering the opinions recorded and communicated by the Government of Bengal, expressed his concurrence in the Lieutenant-Governor's view that the time had arrived when the exclusion of Natives from the higher appointments of the Opium Department should be removed. His Excellency in Council was disposed to accept the opinion expressed by Mr. Rivett-Carnac, and considered that Natives of India should henceforth be held to be eligible for appointment to the grades of Sub-Deputy and Assistant Sub-Deputy Opium Agents. The Lieutenant-Governor was directed to take steps to arrange for the future admission to the Department of thoroughly qualified Natives in such manner and under such conditions as to guard the efficiency of the service from being impaired and the revenue from danger. It was ordered that the appointments should be made by nomination after careful selection, and it was suggested that, apart from such other sources of supply as the Lieutenant-Governor might desire to utilize, suitable nominees might probably be found among the class from whom were selected the Tahsildárs and Naib Tahsildárs in Northern India, and officials occupying analogous positions in the Canal Department; care was enjoined that only men physically fit for the work required should be nominated, and it was ordered that so long as the matter was in an experimental stage, only one vacancy out of every four should be filled by Natives. The Lieutenant-Governor was requested to frame rules on the lines suggested for regulating the selection and appointment of Native candidates, and to submit them for approval before they were brought into operation.

Rules were accordingly framed and submitted with letter No. 1456T.R., dated 7th September 1885. The first proposed rule ran as follows: "Natives of India will be admitted to the higher grades of the Opium Department by selection." To this a note was appended defining the term "Natives of India" in the words employed by the Statute 33 Vic., Cap. 3. The rules proposed contained no qualification respecting the age of candidates, nor the limitation of the proportion of vacancies to be filled by Natives of India. On this point the Lieutenant-Governor stated that he understood that the directions given him were intended to indicate the manner in which his discretion should be exercised, especially as it appeared that the specification of the number of the appointments reserved was for the time being only provisional. The Government of India observed that the rules were intended only to regulate the admission into the Opium Department of Natives of India of unmixed descent, and were not meant to apply to Europeans domiciled in India, or to Eurasians who were, it declared, eligible for appointment to the Opium Department under existing rules. It was therefore directed that Rule I should run as follows:—"Natives of India of unmixed descent will in future be admitted to the Opium Department by selection," and that the foot-note should be omitted.

Inasmuch as an age limit had been laid down for European and Eurasian candidates, and the Government of India considered that a limit was necessary in the case of Natives of India also, it was directed that a rule should be introduced limiting the age of a Native candidate, not already in the service of Government, to twenty-five years when appointed to the Department. The suggestion that the condition respecting the proportion of vacancies to be filled by Natives of India should not be embodied in the rules was accepted, but it was intimated that, if for any reason an alteration of this proportion should thereafter be found desirable, the matter should be referred to the Government of India for orders.

In advertence to the opinion which had been expressed as to the class in which suitable nominees might be found, the Government of India intimated that it would be an advantage to allow the nomination of Native candidates for employment in the Benares Agency to be made by the Government of the North-Western Provinces and Oudh, in communication with the Opium Agent. Inquiry was made whether it would not be expedient that the Government of the North-Western Provinces and Oudh should also nominate candidates for the competitive examination of Europeans and Eurasians for admission to the Department. It was requested that, if the suggestions abovementioned commended themselves to the Lieutenant-Governor, the necessary provision should be inserted in the rules both for the admission of Europeans, Eurasians, and Natives to the Opium Department.*

A revised draft of rules for the admission of Natives of India to the higher grades of the

* No. 3431, dated 9th October 1885.

Bengal.
Opium.
Section I.

Opium Department was submitted to the Government of India on the 9th February 1886, and was as follows:—

"*Draft Rules for the admission of Natives of India to the higher grades of the Opium Department.*

"1. Natives of India of unmixed descent will be admitted to the Opium Department by selection.

"2. A candidate who wishes to have his name registered for appointment must forward an application in writing, if he be resident in the Lower Provinces, to the Chief Secretary to the Government of Bengal, or, if he reside in the North-Western Provinces, to the Chief Secretary to the Government of the North-Western Provinces.

"3. Each candidate must produce (*a*) a certificate of having passed the Entrance Examination of the Calcutta University, or satisfactory evidence from competent authority of having received a good education up to the standard at least of the Entrance Examination; (*b*) satisfactory certificates of his respectability and good moral character, countersigned by the Magistrate of the district in which the candidate resides, or by the Commissioner of Police if the candidate be a resident of Calcutta; (*c*) a certificate of health and physical fitness from a Government Medical officer; (*d*) a certificate from a competent Government officer that he is able to ride, and is of active habits.

"No person whose age exceeds 25 years will be eligible for admission into the Department unless he be already in Government service.

"4. A candidate considered eligible for admission into the Department, and whose name has been approved by the Lieutenant-Governor of Bengal or of the North-Western Provinces, will receive an intimation to that effect.

"5. The registration of any applicant's name as an approved candidate will not give him a claim to an appointment.

"6. A candidate appointed to the Department will be considered as a probationer for the first two years of his service. His confirmation in the Department will depend on the report which may be submitted by the Opium Agents as to the industry and intelligence with which he discharges his duties, and as to his fitness for service in the Department.

"7. Persons appointed under these rules will be liable to pass the usual departmental examinations."

With reference to the inquiry made by the Government of India whether it would not be expedient that the Government of the North-Western Provinces and Oudh should also nominate candidates for the competitive examination of Europeans and Eurasians, the Lieutenant-Governor of Bengal stated that only Europeans had hitherto been admitted to the competitive examination, and that he was of opinion that this rule should be retained; that he would be glad to receive from the Government of the North-Western Provinces and Oudh the names of any European candidates whom that Government might consider to be specially qualified for employment in the Department, with a recommendation for their admission to the examination, and that such recommendations would always receive the fullest consideration.* The Government of India enquired whether the term 'European' used by the Lieutenant-Governor in his reply meant Europeans of unmixed descent, whether domiciled in India or not, or whether it included Eurasians.† His Honor answered that the term 'European' was intended by him to apply only to Europeans of unmixed descent, whether domiciled in India or not, and that it did not include Eurasians; that up to a comparatively recent date appointments in the Opium Department were given only to Europeans who had to pass the departmental examinations prescribed for the service. His Honor pointed out that in the correspondence ending with the letter of the 21st August 1884, the exclusion of Natives from the higher appointments in the Department was removed, but that it was ordered by the Government of India that only one vacancy out of every four should be reserved for Natives; that it was also arranged that the admission of Europeans to the service should be regulated by a system of nomination for competitive examinations: that this was the rule in force, and that he considered it necessary to restrict the privilege of appearing at these examinations to Europeans of unmixed descent. Seeing, however, that the higher grades in the Opium Department were to be partially filled by Natives under a system of selection, the Lieutenant-Governor was of opinion that Eurasians who are Natives under section 6 of the Statute 33 Vic., Cap. 3, should have an equal chance with Natives of unmixed descent. Admitting that the suggestion was not in unison with the views expressed in the Government of India letter No. 3431, dated 9th October 1885, His Honor expressed his hope that, in justice to Eurasians, who were in his opinion entitled to the same privileges as Natives of unmixed descent, the Government of India would be inclined to reconsider the question with the view to the admission of those persons to the service from which, under the then existing rules, they were entirely excluded. He pointed out that the result would be that, while three appointments out of every four would be filled by Europeans under a system of nomination combined with competitive examination, every fourth appointment would be available alternately for a specially qualified Eurasian or Native.‡

The Government of India was unable to agree with the opinion expressed by the Lieutenant-Governor that Eurasians should be admitted to the Department by selection in the way in which it was proposed specially to admit Natives of unmixed descent. On the other hand, it saw no reason why they should be excluded from the competitive examinations under which

* No. 525—23-O, dated 9th February 1886.
† No. 928, dated 26th February 1886.
‡ No. 1231—54-O, dated 8th April 1886.

Europeans were admitted to the Department, and it was suggested that in future Eurasians should be considered eligible for nomination to appear at such examinations.* In accordance with these orders Eurasians are now admitted to the competitive examination prescribed for the candidates by the rules of July 14th, 1884.

Copies of the correspondence of the Government of India with the Government of Bengal were forwarded to the Lieutenant-Governor of the North-Western Provinces and Oudh, with an enquiry whether His Honor saw any objection to the issue of the rules. It was pointed out that the proposed scheme provided for the nomination by the Government of the North-Western Provinces and Oudh of Native candidates for employment in the Benares Agency, in communication with the Opium Agent, and also for the nomination of candidates for the competitive examination of Europeans and Eurasians, it being understood that all appointments would be made by the Government of Bengal in consultation with the Government of the North-Western Provinces and Oudh; and it was suggested that, apart from such other sources of supply as the Lieutenant-Governor might desire to utilize, suitable Native candidates might be found in the Subordinate Executive Service, and that if the draft Rules were approved, details with regard to the registration of the names of the candidates should be arranged by the Government of the North-Western Provinces and Oudh directly with the Government of Bengal.†

The Lieutenant-Governor of the North-Western Provinces and Oudh intimated his assent to the issue of the rules, and addressed the Government of Bengal with a view to the settlement of the details in regard to the registration of the names of candidates.‡

Thereupon sanction was given by the Government of India to the publication of the rules by the Government of Bengal, and it was directed that they should be brought into operation.‡

It would seem that the Lieutenant-Governor of Bengal was in error in assuming that any rule then existing prohibited the appointment of Eurasians to the Department. It has been shown that on the creation of the office of Sub-Deputy Opium Agents, Eurasians were distinctly referred to as members of the class in favor of which appointments to those offices might be made. It does not appear that any alteration was made in regard to the persons eligible for appointment to the Department when the office of Assistant was created, and the Benares Agent, Mr. Rivett-Carnac, informed the Sub-Committee that Eurasians were admitted to the gazetted offices long before he joined the Department—thirteen years ago. The subjects of the competitive examination for Europeans and Eurasians are Elementary Indian History, and a little more than Elementary English History, Arithmetic to decimal fractions, Algebra to quadratic equations, the Geography of Asia (especially India) and Europe, a short essay on some easy every-day subject, Hindustani, including reading at sight with tolerable fluency some easy printed book, a short translation from English into Hindustani, and conversing intelligibly with an educated Native; and there are assigned to English 200 marks, to Arithmetic and Algebra 300 marks, and to Hindustani and Geography 150 marks each, the passing marks being one-half the full number of marks allowed for each subject. The educational qualification of Natives appointed by selection is a certificate of having passed the Entrance examination of the Calcutta University, or satisfactory evidence from competent authority that the candidate has received a good education up to the standard at least of the Entrance examination. The Native candidate is also required to produce satisfactory certificates of respectability and good moral character, countersigned by the Magistrate of the District in which he resides, or by the Commissioner of Police, if the candidate be a resident of Calcutta; and a certificate that he is able to ride and is of active habits. European, Eurasian, or Native candidates are alike required to produce certificates of physical fitness, which certificate, in the case of a Native, must be given by a Government Medical officer. No European or Eurasian is permitted to appear at the examination whose age, on the date of the examination, exceeds 25 years, and no Native is qualified for selection whose age exceeds 25 years, unless he is already in Government service. A fee of ₹10 is charged to Europeans and Eurasians for leave to appear at the examination. Natives of Asiatic parentage are appointed to the service on probation for a period of two years, but it is not clear whether the rules require Europeans and Eurasians to undergo probation, though it is understood that all persons appointed to the Department must pass the departmental examinations, which require a limited acquaintance with Botany, Chemistry, and Surveying. Appointments to the clerical Factory establishment, except, as aforesaid, at the head-quarters of every Agency, are made by the Agents, and appointments in the districts are made by the Deputy Agents, but subject in the case of all appointments over ₹10 to the sanction of the Agents.

Conditions of the service in the Department as regards pay, pension, and furlough.

The rules of the Financial Codes which govern the pay and pensions of the Uncovenanted Services generally apply to the officers of the Opium Department, except those who have obtained special privileges, and whose names are set out in Schedule B attached to the Civil Leave Code. As to salaries, it is reported that the Board of Revenue has recommended the application of the two-thirds rule in the case of Natives of unmixed descent appointed to offices which might be held by Europeans. The technical knowledge required from officers in the Department varies according to the duties with which they are charged. An officer working in the district must have a knowledge of the language of the country in which his operations are conducted, a partial knowledge of the Land Laws, of Surveying, of the system of opium cultivation, and of the Opium Laws. He should also have sufficient chemical knowledge to detect adulterations or impurities in opium, and to form a fair

* No. 795, dated 14th May 1886.
† No 796, dated 14th May 1886.
‡ No 2116 –II-529-3, dated 28th May 1886.
§ No. 1253, dated 8th June 1886.

estimate of the consistency of opium. He must likewise have tact to stimulate the confidence of the cultivator, energy to carry on the duties with promptitude, and prudence to enable him to prevent fraud, either on the part of his subordinate establishment, or on the part of the cultivator. Officers appointed to the higher posts (other than clerical) in the Factory require to a great extent acquaintance with chemistry. For the audit and clerical staff, such qualities are required as are usually demanded from persons filling similar offices in other Departments. The classes of the community who seek employment in the ranks of the Department with which this inquiry is concerned are (1) Europeans domiciled in Europe; (2) Europeans, Eurasians, and Armenians domiciled in India; (3) Hindus; and (4) Mahomedans and Natives of other races or creeds. The Departmental member reports that the non-domiciled Europeans are generally young men who have failed to pass the examinations for the Civil Service or the Army, and who are sons of members of the professional or middle classes. He adds: "The young European has much to recommend him; his activity, integrity, cheerfulness, and resource under difficulties, the manner in which his physique carries him through the heavy work of weighments, and his love of sport, which helps him during the many months of solitary life in camp, are all in his favor. He requires some time to master the language and to gain experience of the country and the people; but when he has once done that, he is valuable; and if he is a man of average status and capacity, the people like him and have confidence in him." Of Europeans, Eurasians, and Armenians domiciled in the country, the Departmental member admits that they start with the advantage of a knowledge of the language and the people; but he considers their physique generally inferior to that of the European Assistant, and that they are drawn generally from an inferior class, being chiefly the sons of officers who have served in the inferior grades of the Government Departments. He observes, however, that some of them have done, and are doing, excellent service. He abstains from pronouncing any original opinion on the capacity of Hindus and Mahomedans for employment in the Department, and confines himself to quoting the opinions of the Agents, which will be more fully detailed in dealing with the evidence adduced before the Sub-Committee.

Eight witnesses were examined by the Sub-Committee, *viz.*, the two Agents, a Sub-Deputy Opium Agent from each Agency, the Native Personal Assistant to the Benares Opium Agent, a Native Assistant from the Behar Agency, and a Gumashta from each Agency.

Mr. H. Rivett-Carnac, the Opium Agent in charge of the Benares Agency, while admitting that, on the whole, he would prefer to have in the gazetted ranks men who have received an English training in England, asserted that he preferred in many cases a good Native to a European or Eurasian brought up in this country. He was not prepared to say that no Native would be qualified to be an Assistant. Having seen Natives employed holding very much higher positions, and positions of much greater responsibility than were held by Opium officers with great credit, he expressed his opinion that a qualified Native might do the work of an Assistant, and was not prepared to say that he could not perform the duties of Sub-Deputy Opium Agent. He mentioned the case of a Bengali officer in the clerical staff whom he would have had no hesitation in employing as a District Officer had he been younger. He stated that having in his Department six Eurasian Assistants and eight domiciled Europeans, some of the Eurasians had undoubtedly been found very efficient; but, on the other hand, cases had occurred in which he would say that they could not bear comparison with the Europeans, and on the whole he thought the Europeans the better. He stated that within the limits of his Agency Indigo factories were, as a rule, managed by Europeans, but largely by Eurasians and Natives, and that there was no competition between Planters and the Opium Department for land. He was averse to the promotion of Gumashtas to the gazetted staff, inasmuch as they are drawn from a lower class (the Amla), have no English education, and could not hold their own amongst the Europeans with whom they would have to work. The office of Personal Assistant to the Agent at Benares had, he stated, been efficiently filled by Native gentlemen. As to the Factory staff, Mr. Rivett-Carnac stated that the post of Principal Assistant had been very efficiently filled on several occasions by an Armenian, Mr. G. M. Gregory, who is not a Medical officer but who had received his education in England, at Harrow, and Cambridge, and he thought that there would be no objection to a Native holding the appointment if he possessed the necessary qualifications. Mr. Rivett-Carnac expressed himself not altogether satisfied with the present system of recruitment for the Department. He considered that it would be a better system to select from the additional temporary establishment taken on at the time of weighment men who had shown that they possessed tact, temper, and a sufficient knowledge of the work of the Department to be able to discharge the duties that would be entailed upon them if appointed to the gazetted staff. He considered that if Natives were appointed, they should be properly selected and carefully trained. In his opinion the best way of selecting Natives was to consult the Principals of Educational Institutions, and be guided by their recommendations. He thought that although the Opium Department might not get the picked men amongst the Natives who would be attracted by the superior prospects in other Departments, it would get a proper class of men by such a system as he advised.

Mr. W. Kemble, the Patna Agent, having referred to the difficulties which existed in his Agency in the procuring of land in competition with Indigo Planters, doubted the suitability of Native agency for employment in the higher ranks of the District establishment. He thought such appointments could properly be filled only by persons acquainted with European ways, and whose intervention would not be resented by the Planters. He considered that Europeans were required to keep order in the confusion which is almost inseparable from the time of weighments; and he also thought that the work would be unattractive to educated Natives generally, and that the interests of the Department would be risked by their employment. He expressed himself on the whole satisfied with the Eurasians and domiciled Europeans

who hold these appointments, and allowed that for the work they had to do, Eurasians do not fall short of Europeans. He pointed out that the Indigo planters in his Agency employed European Managers and Assistants, and he mentioned an instance in which a Bengali officer had been found incompetent to deal with the crowd of cultivators assembled at the time of weighment.

He considered that the Principal Assistant should be a European with firmness of character and good scientific acquirements, and he thought it undesirable that this appointment should be held by a Eurasian or a Native, because, he said, there is always a good deal of friction between the Factory and District officers on the question of the classification of opium. He saw no reason why the other Factory appointments should not be held by Natives of pure Asiatic descent, though, as a class, he considered East Indians perhaps more active than Natives.

Mr. C. M. Armstrong, Deputy Opium Agent at Lucknow, would not employ any Natives of Asiatic parentage as Assistants or Sub-Deputy Opium Agents, because they would mix too much with their subordinates, and are not, in his judgment, ready to meet emergencies. He added that there were some Eurasians also who, he thought, would be worse, but he admitted that he knew some domiciled Europeans who were very good men, and hardly distinguishable from men educated in England. He considered that the European enjoyed greater respect among cultivators, and stated that they consult a European because they know that he has no interest to serve save that of the Government. He thought that the Principal Assistant should be a European and a Medical officer well acquainted with chemistry and able to control a large staff.

Mr. R. Drake, Sub-Deputy Opium Agent of Patna, considered that Natives of India failed in the qualities required for District Opium officers, *viz.*, administrative ability, considerable tact and self-reliance, and good powers of organization and control, and on these grounds he thought that no Opium Agent or Director General would ever have the same confidence in a Native District officer as in a European. He also considered that a Native District officer would fail to secure the same respect from his subordinates that attached to a European, and that the cultivators would have less confidence in his impartiality. He asserted that Zemindars and Rajas employed Europeans as Managers of their Indigo factories, and that where Native Managers had been tried the result had been failure; and, in a letter which he subsequently addressed to the Sub-Committee, he gave instances in support of this statement. He complained of the pension and furlough rules as not sufficiently liberal.

Babu Jugadeshwar Chatterjea, Officiating Personal Assistant to the Opium Agent, Benares, considered that Natives of intelligence, activity, and integrity are competent to discharge the duties of Sub-Deputy and Assistant Opium Agents; that there would be no friction between them and any class of landholders within the limits of the Benares Agency; and that they would have not less influence with the cultivators than European officers; and he saw no reason to doubt that, if properly selected, they would neither become too intimate with their subordinates, nor be unable to cope with disturbances at the time of weighments, and that they would be sufficiently active to discharge the ordinary duties of gazetted officers, which are onerous only during the settlements and weighments. He preferred nomination followed by examination to selection for recruiting the gazetted ranks, and would retain the departmental examinations.

Babu Kristo Chunder Ghose, Native Assistant to the Sub-Deputy Opium Agent of Patna, reminded the Sub-Committee that European agency had been substituted for Native agency by the East India Company, although it involved considerably greater expense. He considered that Native supervision was lax and Native management weak, irregular, and unenergetic, and that therefore its cheapness was more than counterbalanced by the loss to revenue. He thought that the Native officers would command neither the same respect from their subordinates nor the same confidence from cultivators, and he adverted, as Mr. Drake had done, to the circumstances that Native Indigo manufacturers employed European Managers and Assistants, as did also many of the Zemindars of Bengal and Behar. He admitted that Native agency had greatly improved in the last ten years, and that in the Judicial Department Native officers are now as good as Europeans, and in the Executive almost as good. While he affirmed his belief that Native officers would fail to inspire such confidence as would Europeans, even when they acted honestly, he admitted that he had heard Natives say they preferred to have their cases tried by an intelligent and honest Native officer.

Babu Khub Lall, a Gumashta in the Behar Agency, who also worked under Mr. Drake considered that the work of a Sub-Deputy could not be so well done by a Native as by an Englishman, because an Englishman has greater physique to undergo fatigue, and so obtains more work from his subordinates than could be got by a Native.

Lala Shib Dyal, Gumashta in the Benares Agency, considered that Natives might be appointed both as Sub-Deputy and Assistant Sub-Deputy Opium Agents, and that the interests of the service would not suffer by it. He advocated the selection being made from men of good family and education, and he suggested that one or two qualified Natives should be appointed experimentally. He considered it inexpedient to promote Muharrars to be Gumashtas. It appeared that he had applied to the Agent to appoint his son to a Gumashtaship without serving as a Muharrar.

BENGAL.
Opium.

Section II.—Note by the Departmental Member.

Bengal. Opium. Section II.

(1) *The present regulations of the Department as to admission to the various grades and ranks of which it is composed and to promotion therein, or, if no such regulations exist, a statement of the principles by which the departmental or other authority invested with the duty is guided in making first appointments to, or promotions in, the Department.*

(*a*) Admission to the Department is made in the case of Europeans under the following Resolution* of the Government of Bengal, dated 14th July 1884 :—

* *Calcutta Gazette*, dated 16th July 1884, pages 1209-1210.

With the approval of the Government of India, the Lieutenant-Governor is pleased to lay down the following rules for the admission of candidates into the Opium Department :

1. A competitive examination of candidates for appointment to the Opium Department will be held every year about the middle of January, at which all persons whose names have been, or may from time to time be, enlisted under the orders of the Lieutenant-Governor as selected candidates for appointments in that Department, and who are desirous of obtaining an appointment within that year, will be required to present themselves. The first examination will take place in January 1885.

2. A certificate of health and physical fitness from a Government Medical Officer will be required from each candidate, and no one will be permitted to appear at the examination whose age on the date of examination shall exceed 25 years.

3. Applications for admission to the examination, accompanied by the medical certificate and a fee of R10, must be sent not later than the 1st December of each year to the Under-Secretary in the Appointment Department.

4. The time and place of examination, and the number of vacancies likely to be filled up, will be duly notified three months before the date of examination.

5. No candidate will be allowed to appear at the examination more than twice.

6. The examination will be by written questions and answers.

7. The subjects of examination will be as follows :

FIRST DAY.

Morning.

A short essay on some easy every-day subject to be selected by the Examiners and given out at the time of the examination.

Time allowed 2½ hours.

Afternoon.

English History and Literature and Elementary Indian History. The text-books for this portion of the examination will be Miss Edith Thomson's History of England, being Volume II of the Historical Course for Schools, edited by E. A. Freeman, D.C.L., and Part III of Wheeler's Short History of India.

Time allowed 3 hours.

SECOND DAY.

Morning.

Hindustani, including reading at sight with tolerable fluency some easy printed book; short translation from English into Hindustani; and conversing intelligibly with a Native of India.

Time allowed 2½ hours.

Afternoon.

Geography, Asia (specially India) and Europe.

Time allowed 2½ hours.

THIRD DAY.

Morning.

Arithmetic, including Compound Proportion, Simple Interest, and Vulgar and Decimal Fractions.

Algebra to Quadratic Equations, inclusive.

Time allowed 3 hours.

No books will be allowed at the time of examination.

8. The maximum number of marks for each subject will be as follows ;

English	200
Arithmetic and Algebra	300
Hindustani and Geography (150 for each branch)	300

Passing marks will be one-half of the full number of marks allowed for each subject. Those candidates who obtain the highest aggregate number of marks will receive the appointments which may fall vacant during the year in the order in which they pass the examination.

(*b*) Admission to the Department in the case of Eurasians† is to be made as in the case of Europeans, that is, they are not to be excluded from the competitive examinations above prescribed for Europeans, and they are to be considered eligible for nomination to appear at such examinations.

† Government of India, Financial Department, No. 795, dated 14th May 1886.

(c) Natives of unmixed descent are to be admitted to the higher grades of the Opium Department under the following* rules approved by the Government of India:

* *Calcutta Gazette*, dated 17th November 1886, Part I, page 1185.

1. Natives of India of unmixed descent will be admitted to the Opium Department by selection.

2. A candidate who wishes to have his name registered for appointment must forward an application in writing, if he be resident in the Lower Provinces, to the Chief Secretary to the Government of Bengal, or, if he reside in the North-Western Provinces, to the Chief Secretary to the Government of the North-Western Provinces.

3 Each candidate must produce (*a*) a certificate of having passed the Entrance Examination of the Calcutta University, or satisfactory evidence from competent authority of having received a good education up to the standard at least of the Entrance Examination; (*b*) satisfactory certificates of his respectability and good moral character, countersigned by the Magistrate of the district in which the candidate resides, or by the Commissioner of Police, if the candidate be a resident of Calcutta, (*c*) a certificate of health and physical fitness from a Government Medical Officer; (*d*) a certificate from a competent Government officer that he is able to ride and is of active habits.

No person whose age exceeds 25 years will be eligible for admission into the Department unless he be already in Government service.

4. A candidate considered eligible for admission into the Department, and whose name has been approved by the Lieutenant-Governor of Bengal or of the North-Western Provinces, will receive an intimation to that effect.

5. The registration of any applicant's name as an approved candidate will not give him a claim to an appointment.

6. A candidate appointed to the Department will be considered as a probationer for the first two years of his service. His confirmation in the Department will depend on the report which may be submitted by the Opium Agents as to the industry and intelligence with which he discharges his duties, and as to his fitness for service in the Department.

7. Persons appointed under these rules will be liable to pass the usual Departmental examinations.

(*d*) One-fourth† of the appointments in the Opium Department are reserved for Natives of unmixed descent,

† Bengal Government No. 525—230., dated 9th February 1886.

(*e*) The details regarding the registration‡ of names of candidates selected by the Lieutenant-Governor of the North-Western Provinces were left by the Government of India to be settled with the Government of Bengal. All appointments are to be made by the Government of Bengal in consultation with the Government of the North-Western Provinces and Oudh.

‡ Government of India, Finance Department, Nos. 795 and 796, dated 14th May 1886.

(*f*) An Assistant in the Probationer grade is confirmed in his appointment on the occurrence of a permanent vacancy, and in accordance with the results of the Departmental examinations. The officers confirmed in their appointments in the Department are ordinarily promoted in order of seniority from one grade to another. But occasional instances have occurred of the senior officer being passed over on grounds of inefficiency, &c.

(*g*) Besides the ordinary line appointments of Sub-Deputy Opium Agents and Assistants, there are the special appointments of two Principal Assistants to the Opium Agent (one in each Agency), the senior receiving Rs. 1,200 a month, and the junior Rs. 1,000 a month; and two Head Assistants to the Principal Assistants (one in each Agency) on Rs. 400 per mensem. Hitherto the Principal Assistants have been almost invariably Medical Officers. The Opium Commission (paragraphs 720-729) suggested that the appointments should be open to the Opium Service, certain special qualifications being required. The Board§ have not supported this recommendation, but have suggested that perhaps it might be sufficient to have a Medical Officer possessed of scientific attainments as a chemist at only one of the Factories, the similar post at the other Factory being taken by a qualified officer of the Opium Department. The orders of Government are awaited. Lately Mr. Gregory, of the Opium Department in the Benares Agency, officiated for short periods for the Principal Assistant.

§ No. 3B., dated 2nd January 1884.

The Head‖ Assistants to the Principal Assistants are Assistant Sub-Deputy Opium Agents temporarily seconded from the regular list. The Opium Commission have (paragraphs 730-731) made certain recommendations regarding these officers which the Board have supported.¶ The orders of Government are awaited.

‖ Paragraph 366 of the Opium Commission's Report.

¶ No. 14B., dated 9th January 1886.

(2) *The conditions of service in the Department in regard to pay, pension, and furlough.*

The rules of the Financial Codes apply generally to the officers of the Opium Department equally with other members of the Uncovenanted Services. In a few cases certain officers, whose names are set out in Schedule B attached to the Civil Leave Code, have been granted the advantage of the more favorable rules in Chapter V of the Civil Leave Code, subject to certain specified restrictions, instead of Chapter X. In regard to the pay of the Natives, *i.e.*, of unmixed descent, who may be admitted to the Opium Department, the Board have, in reply to an enquiry from the late Finance Committee, recommended** the application of the rule that when an appointment is held by a Native of India, he should receive two-thirds of the salary assigned to the appointment when it is held by a European.

** No. 697B., dated 12th August 1886.

(3) *The technical requirements of the Department, and the professional attainments essential for efficient service in its various branches.*

The technical requirements of the Department are (1) a knowledge of or power to distinguish the different consistencies of opium, so as to enable an officer to *purakh* or classify the contents of the jars of opium brought in by the cultivators during the weighments; (2) a knowledge of the various forms of adulteration, and the methods, chemical or otherwise, of testing the different forms of

admixture of foreign substances with the opium; and (3) a knowledge of the system of land tenures in force in the several villages under his charge. Professional attainments strictly so called can hardly be said to be essential for efficient service in the Opium Department, though some years ago certain tests in Botany, Chemistry, and Surveying were laid down for the young officers after entering the Department. These tests are, the Board consider, sufficient for all practical purposes.

(4) *The classes of the community who seek to be employed in the Department, and the comparative capacity of each for rendering efficient service therein.*

The classes of the community who seek to be employed in the gazetted ranks of the Department are—

I.—Europeans domiciled in Europe.
II.—Europeans, Eurasians, and Armenians domiciled in India.
III.—Hindus—(*a*) Bengalis, (*b*) Brahmans, Rajputs, Kayaths and others.
IV.—Mahomedans.

I.—These are generally young men who have failed to pass the examinations for the Civil Service or Army, sons of members of the professional or middle classes. The young European has much to recommend him. His activity, integrity, cheerfulness, and resource under difficulties, the manner in which his physique carries him through the heavy work of weighments, and his love of sport which helps him during the many months of solitary life in camp are all in his favor. He requires some time to master the language and to gain experience of the country and the people. When he has once done this, he is valuable; and, if he is a man of average status and capacity, the people like him and have confidence in him.

II.—Europeans, Eurasians, and Armenians domiciled in the country bring with them to start with a knowledge of the language and the people which is in their favor. They have not generally the good physique of the European Assistant, nor are they generally drawn from the same class: they are chiefly the sons of officials who have served in the inferior grades of the Government Departments. Some of them have done and are doing excellent service.

III. and IV.—There are no Hindus in the higher grades of the Opium Department, and the only Mahomedan in it, Maulvi Abdul Majid, is still on probation. The Behar Agent reports that he has no influence apart from his official position: he cannot keep his Ziladars in order without bringing a "case" against them. The Benares Agent considers that in the case of (*a*) Bengalis, their habits and the climate are in most cases against their success as Assistants, as they would have to travel in the districts and to manage the weighments. Of (*b*) Brahmans, &c., the Benares Agent thinks good men might be obtained, but he would not be inclined to promote Gumashtas. He suggests the employment of young Naib Tahsildars of good family and standing. For Mahomedans he would have selections made from the best pupils of certain colleges in the North-Western Provinces.

In every case the Benares Agent regards a careful choice of the individuals as necessary, fair education, ability to correspond in English, activity, intelligence, and integrity being considered indispensable.

(5) *The existing organization and constitution of the Department.*

The gazetted appointments are as follows:

Two Opium Agents on Rs. 2,500 rising to Rs. 3,000 a month.

Two Principal Assistants on Rs. 1,200 and Rs. 1,000 respectively.

Grades.	Rate of pay.	Number of appointments.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	Hindus.	Mahomedans.
Sub-Deputy Opium Agents.	Rs.						
1st	900	2	2	...	...	...	...
2nd	800	5	5	...	...	...	...
3rd	700	6	6	...	...	...	...
4th	600	6	6	...	...	...	...
5th	500	7	5	1	1	...	...
Total ...	...	26	24	1	1	...	...
Assistant Sub-Deputy Opium Agents.							
1st	500	1	...	1	...	...	
2nd	400	10	3	2	5	...	...
3rd	300	11	9	2	...	...	...
4th	250	15	9	4	2	...	...
Total ...	...	37	21	9	7	...	...
Assistant Sub-Deputy Opium Agents, Probationary grade.							
One grade	200	6*	2	2	...	...	1
Head Assistants to Principal Assistants.	400	2	...	1	...	...	...

The above are the gazetted ranks of the Department.

* A vacancy has just occurred in the grade.

The following statement shows the appointments, not gazetted, of all kinds with a salary of Rs. 100 and upwards, and how they are filled. It has been prepared in communication with the two Opium Agents :

BENARES AGENCY.

Number of appointments.	Rate of pay.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	Hindus.	Mahomedans.
	Rs. Rs.					
1 Assay Registrar ...	250 to 300	1	...	...	...	...
1 1st Factory Assistant ...	210	...	...	1	...	...
1 2nd ditto ...	150	...	...	1	...	...
1 3rd ditto ...	100	...	...	1	...	...
1 4th ditto ...	100	...	...	1	...	...
1 Engineer ...	100 to 150	...	1	...	...	...
1 Head Accountant ...	300 to 400	...	...	...	1	...
1 Head Auditor ...	200	...	...	...	1	...
1 3rd Assistant to Agent ...	150	...	...	1	...	...
1 4th ditto ...	120	...	1	...	...	...
10	Total ...	1	2	5	2	...

BEHAR AGENCY.

	Rs.					
1 Head Accountant and Head Assistant to Opium Agent.	500	...	1	...	...	...
1 Head Clerk and Sheristadar ...	170	...	...	...	1	...
1 2nd Clerk and Sub-Accountant.	108	...	...	...	...	1
1 Assistant Opium Examiner ...	300	...	...	1	...	...
1 Laboratory Superintendent ...	150	...	...	1	...	...
1 2nd Assistant ...	150	...	...	1	...	...
1 Storekeeper ...	120	...	...	1	...	...
1 Factory Assistant ...	100	...	...	1	...	...
1 Head Clerk ...	150	...	...	...	1	...
1 Saw-mill Engineer ...	400	1	...	...	...	...
10	Total ...	1	1	5	2	1

Calcutta.

	Rs.					
Intendant of the Presidency Opium Godown ...	500	...	...	1	...	...

Below the employés above mentioned, there are again the Gumashtas and the Ziladars, &c., &c. Their duties are described at length in Chapter V of the Opium Manual. There are in the Behar Agency 11 Native Assistants in receipt of Rs. 40 a month; 41 Gumashtas in receipt of pay of Rs. 30 a month; 82 Muharrars on Rs. 20, Rs. 15, Rs. 10, and Rs. 8; 107 Mutsuddis on Rs. 10, Rs. 8, and Rs. 6; and 628 Ziladars on Rs. 5 to Rs. 7 a month. In the Benares Agency there are 53 Gumashtas in receipt of pay from Rs. 50 to Rs. 80 a month; 3 Naib Gumashtas on Rs. 25; 185 Muharrars drawing Rs. 10 to Rs. 16; and 969 Ziladars on Rs. 5 to Rs. 10 a month.

Section III.—Sittings at Calcutta.

WITNESS No. I—*31st March 1887.*

Examination of J. HARRY RIVETT-CARNAC, Esq., C.S., C.I.E.

Bengal.

Opium.

Section III.

J. H. Rivett-Carnac, Esq.

Mr. *Buckland.*

You have been Opium Agent of the Benares Agency for some time?—Yes; upwards of 12 years.

Will you kindly describe the general constitution of the Department and enumerate the Sub-Deputies and Assistants under you?—The European staff of the Department is composed as follows: One Agent with a Principal Assistant and a Personal Assistant and Head Assistant to Principal Assistant at head-quarters, fifteen Sub-Deputy Opium Agents, and thirty-three Assistants in the districts, in addition to whom there are some ten Assistants in the Factory, several of whom are drawing salaries of Rs. 100 and upwards.

What are the duties of these officers?—Taking first the Principal Assistant, he is the head of the Factory. He is termed Principal Assistant to the Opium Agent, but his duties chiefly relate to the management of the Factory. He is also Medical Officer in charge of the Factory staff. His duty is to manage the Factory, receive the whole of the opium that is sent in from the districts, to examine and classify it and to detect impurities, and to superintend the furnishing of the accounts connected with the deliveries of opium. As Opium Examiner, he stands, as it were, in the breach between Government and the cultivator, and is responsible that justice is done to both, as payment for the opium is made by Government, and received by the cultivator on his decision as to the quality and value of the opium. As Manager of the Factory, he has to superintend the manufacture of the cakes for the China market, and during the packing season he superintends the packing and despatch of the opium. An important part of his duty is to analyse the opium and to discover if there are any impurities or any adulteration. He is in command of the whole of the Factory staff. During the absence of the Agent from head-quarters, the Principal Assistant takes charge of the current routine duties of the Agent at the head-quarters of the Agency—an arrangement to save time by avoiding references to camp.

Are there any qualities which you regard as absolutely essential in the Principal Assistant?—He must be a good chemist and of a mechanical turn of mind, and he must be a man who is capable of managing a large establishment. He has a large staff under him, consisting of one or two Europeans and several East Indians and a numerous Native staff. The pay of a Principal Assistant is, I think, Rs. 1,000 or Rs. 1,200, according as he is senior officer. At the present moment the Head Assistant at Patna is the senior officer, and is drawing Rs. 1,200, while the Principal Assistant at Ghazipur draws Rs. 1,000.

Mr. *Buckland*—contd.

Will you say what is the average annual value of the opium turned out by the Benares Agency?—About 360 lakhs of rupees, or, taken roughly, 60,000 maunds.

Then you have to calculate the selling price?—Say you put it at Rs. 1,200 per chest; you pay Rs. 200 a maund to the cultivator, and you sell it at about Rs. 600 a maund?—The value of the opium under my charge is about 360 lakhs of rupees—that is, calculating it at the selling price in a good season.

And the Principal Assistant has charge of it in subordination to you?—Yes.

What is the strength of the permanent Factory establishment of the Department?—Besides the Head Assistant to the Principal Assistant, there are twelve European or Eurasian Assistants employed under him.

Are these Assistants in receipt of pay above Rs. 100?—Yes, one receives Rs. 300. The Native staff numbers several thousands during the busy season. It depends on the season. If you have a busy season, you require a much larger staff. I should think the number of the Native staff in a busy season might be roughly estimated at 4,000.

Would it be possible for a Native to carry on the duties of Principal Assistant?—I would not venture to say that a Native would find it impossible to do so. It would depend very much on who the Native was. Certainly it would be extremely difficult to find a Native with the qualifications, physical, administrative, and executive; but I am not prepared to say that a thoroughly qualified Medical Officer—and there are several Native gentlemen who are such—would not be able to do it. You would certainly require a Native possessing very high qualifications to manage efficiently a large Factory like that.

Will you say what are the qualifications necessary for the Head Assistant to the Principal Assistant?—The Head Assistant under the present arrangement is an officer of the Civil Department selected and placed under the Principal Assistant at the Factory as his lieutenant. He is a general assistant to the Principal Assistant, and the duties he undertakes are prescribed by the

Mr. *Buckland*—contd.

Agent and the Principal Assistant for the time being according to circumstances. For instance, he takes charge of certain departments under the Principal Assistant. During the manufacturing season his special work is to superintend the manufacture under the orders of the Principal Assistant, and during the rest of the year he is lieutenant to the Principal Assistant, and assists him in all matters connected with the superintendence of the Factory work.

I believe this arrangement of the selection of the Head Assistant from the gazetted staff only dates from 1879?—Yes; formerly the post was held by a member of the non-gazetted staff, and prior to that by one of the Factory Assistants. It was not found impossible to get on under the old system, but it was seen that for the money one could secure the services of an officer who had been trained in the district and knew the district work, and who by degrees might be trained, if necessary, to take the place of the Principal Assistant. This could hardly be done with a member of the old Factory staff. In the first place, they were men not possessing the education or the qualifications which would fit them to replace the Principal Assistant even temporarily. Since the new arrangement was brought into force, we have had one or two Assistants from the staff brought in. At the present moment the second officer that has been so employed as Head Assistant is in charge. The other, Mr. Gregory, has now temporarily left the Factory and returned to district duty. He has passed the necessary chemical examinations to test his possession of the special technical knowledge which is required of the Principal Assistant. That is what one could hardly have looked for from men of the class of the Factory Assistants in old days, or even in the present day.

Do you consider it essential that the Head Assistant to the Principal Assistant should be a qualified chemist?—Not for his duties as Head Assistant; but in view of the probability of his having temporarily to take the place of the Principal Assistant, it is desirable certainly.

Supposing, for instance, that the Principal Assistant was temporarily ill?—In fact, it is a solid advantage that the Head Assistant should possess these qualifications.

I believe a Commission was appointed to inquire into the Opium Department, and that it presented a report?—Yes.

Do you remember that the Commission recommended that candidates for the appointments of Head Assistant should be required to produce a satisfactory certificate of their having undergone a six-months' workshop training?—Yes.

And of their having passed an examination in Chemistry?—Yes.

Do you regard that as essential?—If you mean would it be impossible for a man to carry on his duties without those qualifications, then I say it would not be impossible; but I certainly consider that it would be highly desirable that he should possess the knowledge. For instance, for a man who has to deal with an enormous amount of labour as a Head Assistant, it is a great advantage if he possesses mechanical knowledge. I have already expressed the same opinion in regard to Chemistry, but those qualifications are not indispensable so long as the officer is not acting as Principal Assistant.

Mr. *Buckland*—concld.

The Hon'ble Mr. *Quinton*.

Has the appointment ever been held by a domiciled European or a Eurasian?—No; but it has been held by an Armenian, Mr. G. M. Gregory, and very efficiently too. He has at present, by his own wish, gone back to district duty to gain further experience in the duties of an Assistant and Sub-Deputy, which are very useful for an officer working at the Factory. He has passed the greater part of his life in England, and is a Harrow and Cambridge man. He is in every way most competent and efficient, and has acted several times as Principal Assistant, and is well qualified for the post.

Mr. *Buckland*.

I suppose if a Native possessed the necessary qualifications, there would be no objection to his holding the appointment?—No; but the necessary qualifications are rather multifarious.

Being responsible for the whole Agency, you would take very great care in selecting your Natives?—Certainly; and seeing what Native gentlemen do in other Departments, and the high positions they hold and the excellent work done by them, I cannot believe that it would be impossible to find a Native who might not satisfactorily fulfil the duties, if properly selected, of Head Assistant.

You have no Natives in the gazetted ranks of the Department?—At the present moment, or until quite lately, the appointment of my Personal Assistant, which is a gazetted appointment, has been temporarily held, and very efficiently held, by Native gentlemen.

But, with this exception, no appointment in the Opium Agency has been held by a Native hitherto?—No.

I think you said there were fifteen Sub-Deputy Opium Agents?—Yes.

They are each of them in charge of an opium division?—They are.

And the opium divisions are not exactly conterminous with the revenue districts?—Not always. An opium division in the Benares Agency comprises generally more than one revenue district, sometimes as many as three or four; and the Sub-Deputy Opium Agent, besides having charge of what is called an opium district, also controls, perhaps, some three or four districts, or subdivisions you may call them, which are held by Assistants.

There are, I believe, thirty-three Assistants under these fifteen Sub-Deputy Agents?—Yes,

Mr. *Buckland*—contd.

Mr. Buckland—contd.

Bengal.

Opium.

Section III.

J. H. Rivett-Carnac, Esq.

some Sub-Deputies have three Assistants under them, some two, and some only one.

The Sub-Deputy Opium Agents are in charge of opium divisions and the Assistants are in charge of sub-divisions?—Yes, semi-independent sub-divisions.

What are the duties of a Sub-Deputy?—He is chief of the division, and has the control, subject to the Agent, of the entire staff, European and Native. The *raison d'être* of the Sub-Deputy Opium Agent's existence is to obtain within the districts under his charge a certain quantity of opium for Government purposes, and with that view he receives instructions at a certain time of the year as to (approximately) the amount of opium that will be required from his division, or, in other words, he is told the amount of cultivation that will be required in his division, from which a sort of rough estimate is made of the amount that the division will most probably produce in an average season. The gross amount required (approximately) from the Agency is laid down by the Government of India and the Government of Bengal, and intimation is given to the Agents of what is required before the settlements commence. The Opium Agent then has to apportion this quantity among the several Sub-Deputy Opium Agents. And before the sowings—that is to say, after the weighments in about June or July, each Sub-Deputy Opium Agent is informed (approximately) of the amount of cultivation that will be required in his division.

Does not the opium year begin on the 1st September or October?—The opium accounts year begins on the 1st September, but really the opium year begins in (say) July, when the Sub-Deputy Opium Agents learn that they are either to extend the cultivation in their districts or reduce it; then they have to make forecasts according to the requirements of the season. The Sub-Deputy Opium Agent arranges according to his knowledge of the district as to the cultivation that he will license—that is to say, if the orders of the Agent, founded on the orders of the Government of India, are to reduce the cultivation, the Sub-Deputy Opium Agent makes a forecast, by which he excludes all the inferior cultivation. On the other hand, if the orders are to expand the cultivation, he most probably will not be able to part with even the cultivation he does not consider very satisfactory, but he will put it on the books and try and get even more land. In August generally the cultivators come in to the head office of the Sub-Deputy Opium Agent to make what is called their settlements; that is, they offer to cultivate so many bighas of land, and according to his knowledge of the men, whether they have behaved satisfactorily in former years or not, the Sub-Deputy Opium Agent gives each Lambardar a license to cultivate so many bighas of opium: without that license the opium cannot be cultivated. At the time he issues the license, the Sub-Deputy Agent also gives to the Lambardars an advance of so much per bigha, according to the merits of the man's cultivation. For instance, a man who has given a very high average, and whose land is known to be extremely good, and who has always been a satisfactory Lambardar, would receive an advance at a higher rate than the man whose land was not quite so good, or whose conduct had not been so satisfactory. The Lambardars, having received their licenses and the advances, return to their villages and make the final arrangement which they have already sketched out in advance with their cultivators, and distribute the advances to the cultivators with whom they have arranged. For instance, a Lambardar who has got a license for 30 bighas arranges with (say) some ten cultivators, some to sow two, others four bighas of cultivation. In due time the sowings commence. That, of course, depends very much on the rain, but generally they begin in October or November—that is, at the commencement of the cold weather. The sowings having commenced, the European and Native staff then go round the district to see that each Lambardar has kept to his engagements; that a man who has received an advance for 30 bighas has really got 30 bighas sown; and they then commence to measure the cultivation. It is one of the principal duties of the European and Native staff during the cold weather to measure the cultivation and see that the proper amount arranged for, and for which the advances were given, is under poppy. The Native staff makes the measurement, and the European staff tests it. Having then taken the staff of a sub-division out into the district for the cold-weather tour, it will be explained what that staff consists of. The unit of the Opium staff is the Ziladar. He is in charge of a certain number of villages, that is to say, a certain quantity of cultivation. It is his duty to help to select the lands by the aid of his local knowledge, and to see that the cultivators receive their advances, and that they sow according to their engagements, and that no unlicensed land has been taken up. He has then to watch the progress of the sowings, and see the land is properly selected and cared for. In a district, besides the Ziladars, there will be three Muharrars. Over the three Muharrars you have a Gumashta, and immediately above the Gumashta you have either a European Assistant or, if a Sub-Deputy Opium Agent is administering his own district, you have the Sub-Deputy Opium Agent taking the place of the Assistant. There is no Native Officer above the Gumashta. In the Benares Agency the three Muharrars each have a portion of the district portioned out to them, and they control and supervise the Ziladars within that circle. The Gumashta is the head executive Native Officer in the district, and controls the work of the three Muharrars and the Ziladars under them.

How many Gumashtas have you in your Agency?—Fifty-three in receipt of pay of Rs. 50 to Rs. 80 a month, three Naib Gumashtas on Rs. 25, and one hundred and eighty-five Muharrars drawing Rs. 15 and 10. The duties of the Opium staff in a district are of course multifarious: not only have they to measure the cultivation and keep the cultivators up to the mark, and see that the fields are properly weeded and kept in proper order, but during their tour they have to enquire into complaints, report on the state of the crops, the state of the weather, or any damage done to the crop; and the European Officer, in

Mr. *Buckland*—contd.

addition to this, has to make inquiries in respect to smuggling—that is, keeping back produce; and during the cold-weather tour, he is supposed to do specially what a Settlement Officer would have to do—that is, to examine the village lands and make notes of the different villages, and make up his mind whether, in the event of its being necessary to curtail the cultivation in the following year, what villages he will strike off; on the other hand, in the event of the Government determining to increase the cultivation, he has to determine which are the most satisfactory villagers, and should be given the first chance. It should always be borne in mind, so far as the Agency to which I belong is concerned, that there are many more men who want to cultivate opium than there are licenses given. And it is a sore grievance with men if, having had a license, they have been deprived of it. The chief complaint I get is that a man for no sort of reason has not been allowed to cultivate, or not allowed to cultivate so much as he wants to do. All complaints of that character have to be very carefully gone into in camp by the European Officer. Later on, when the poppy comes into flower, the white petals of the poppy are collected and made into what are technically called leaves, in which the opium is packed for export. After the petals are gathered, the poppy-heads are ripe for lancing; this is done over night, and the juice which exudes from the poppy-heads is collected in vessels by the opium cultivator and his family. As soon afterwards as possible (conveniently) a day is fixed for the weighment; that is to say, all the cultivators receive notice to come in on certain days and produce their opium, and have it weighed off at what is called the weighing-station. The number of cultivators in a district is so large, and every one wants to come in and have his money at once, that, if precautions are not taken, the crowd would be utterly unmanageable. Consequently notices to cultivators of certain circles are sent out to present themselves on certain days. The notices are served through the Ziladars. On the day fixed the men of the villages within a certain circle appear, bringing with them their opium. I ought to mention, perhaps, that the collection and manufacture of leaves is quite a separate matter, and is done before the opium is collected. The cultivators come in to the weighing-station, and their opium is then weighed off in turn.

This is arranged by giving to them on arrival a ticket with a number. The weighments are presided over by the European Officer of the district, who may be either Sub-Deputy in charge of the district or an Assistant in semi-independent charge. The cultivators bring in their pots, and the opium is classified according to consistence by the European Officer, with the assistance of his District staff and a special temporary staff taken on for the weighments. After it is classified, it is weighed off, and is then put, according to class, in jars holding each one maund of opium. These jars are sealed and taken out and sent down to the Factory at Ghazipur. The cultivator whose opium is weighed off receives a ticket, on which the amount of opium and the class, according to consistence, are added. That ticket, supposing the opium to have been weighed off in the morning, the

Mr. *Buckland*—concld.

cultivator presents to the officer in the evening or on the next day, generally perhaps the next day. In the meantime on the ticket has been entered the amount of the advance received by the cultivator. This amount is deducted from the value of the opium, which is also entered on the ticket, and the balance to be paid is shown in the last column. Under the present orders of Government, the cultivator is paid Rs. 5 per seer of two pounds for opium of what is called standard consistence; so if he has brought in (say) two seers of opium, he would receive for that Rs. 10, supposing it to be of standard consistence. If he has already received Rs. 4 in advance, that advance would be deducted from the amount due to him and Rs. 6 entered on his ticket, and he would present that ticket and receive payment of Rs. 6. His account, so far, is thus settled, but it cannot be adjusted finally at the time for this reason, that although the opium is classified roughly according to consistence by the European officer at the weighment, that classification is approximate and not final. The exact consistence has to be determined at the Factory. All opium contains more or less moisture. If opium contains 30 per cent. of moisture and 70 per cent. solid matter, that is what is called standard consistence in the Benares Agency; and for opium of this consistence a man is paid at the rate of Rs. 5 per seer. The officer on the spot cannot tell exactly whether the opium contains 30 per cent. of moisture, or 31 or 32 per cent. It is sent down to the Factory, and then at the steam table by the special staff the exact consistence is ascertained, and that consistence is entered in the accounts, and the account finally adjusted according to the consistence so determined. For instance, if a cultivator's opium turns out to be of the consistence of 75 per cent, he gets paid for every seer of opium $\frac{75}{70}$ths of Rs. 5. If his opium turns out to be only of the consistence of 60, he would be paid at the rate of $\frac{6}{7}$ths of Rs. 5, and so on. All that has to be worked out by the Account staff at the Factory and entered in the invoice received with the opium. These papers, duly made up, are returned to the District Officer, and the District Officer then adjusts the account of each cultivator, and makes the final payment. This takes place when the papers are returned from the Factory, and generally about the close of July. That closes the operations of the year until the new settlements commence. There are, of course, a large number of minor duties, which I will not attempt to give in detail. There is the general management of the cultivators to keep them in good humour and prevent disputes and oppression. All that falls upon the District Officer.

The Hon'ble Mr. *Quinton*.

Is there ever any competition between the indigo and opium interests for land?—Practically I should say we have little difficulty now in that respect. We have no such competition for land in the Benares Agency as they have in Behar, because, as you are aware, indigo operations are small in our districts compared with Behar.

Is there ever any competition for land between the opium-growers and the persons interested in

The Hon'ble Mr. *Quinton*—contd.

sugar?—Yes; but not to the same extent as there was some years ago, for the production of beet-root sugar has affected the Indian sugar trade. In our districts the Sub-Deputy Opium Agents have very few disputes of that kind to settle. I should say the work in that respect was very much easier in Benares than it is in Behar.

Mr. *Buckland.*

All payments on account of advances are made on the responsibility of the Gumashta, but they are made, I believe, under the superintendence of the Sub-Deputy?—Yes; that is to say, it was the old rule that the Gumashta looked after the cultivation and recommended cultivators, but to a very large extent the European Officer does that now. I certainly would not hold that the European Officer was not to a great extent responsible for the selection of the land and the cultivators. He works through the Gumashta, who, as a rule, possesses more local knowledge.

No money is paid away to the cultivators except under the immediate superintendence of the Gumashta and the European Officer?—Yes; there is a joint responsibility. The whole of the money is kept under double lock and key, one key being kept by the European Officer, and the other by the Gumashta. The Gumashta is never allowed to have sole charge of this money; that is a strict rule.

Why is that?—Obviously to prevent irregularities. As each has a lock of his own on the chest, no money can be taken out without the knowledge of both.

Can you give us an idea of the amounts that each Sub-Deputy is in charge of at one time?—If the Opium Officer is near a treasury, he draws out about a lakh of rupees at one time. But sometimes at out-of-the-way places he has 2 or 3 lakhs in his cash chest.

Would it do to allow anybody in the position of Gumashta to have sole charge of all this money?—Decidedly not. It is strictly against rule.

I think there are four advances a year in the Benares Agency?—Practically there is only one advance and two adjustments.

And all these matters require European supervision?—At the present moment they are all under European supervision.

Do you think they ought to be under European supervision?—If you mean by that would no Native be fit to be an Assistant, I certainly think that a qualified Native might do the work of an Assistant, and I am certainly not prepared to say that a qualified Native might not perform the duties of a Sub-Deputy Opium Agent.

In charge of all this money?—Yes. I see Natives holding very much higher positions, and positions of much greater responsibility than these Opium Officers, with great credit.

The Hon'ble Mr. *Quinton.*

As a rule weightments are made in the presence of the Deputy Opium Agent; does that involve exposure at unseasonable times of the year?—Yes; very great physical labour and exposure.

When do the weighments generally take place?—This depends much on the season, whether it is forward or behind. Generally they begin in the early half of April, and last till the end of May; they are carried on right through the hot weather, and the work is undoubtedly very onerous and very trying.

I presume that the Sub-Deputies are always promoted from the Assistants?—Always.

Mr. *Buckland.*

Promotion in the Department is very slow?—Yes; it is very slow.

I see that it is laid down that the Sub-Deputies should be very conciliatory to the cultivators?—Yes. No man could manage successfully unless he was so.

And to encourage the cultivators to have confidence in the Department?—Distinctly.

Will you now tell us what the duties of an Assistant are?—The duties of an Assistant in the Benares Agency are very different from those of the same class of officer in Behar. The Benares Agency, as compared with Behar, has been, and still is, up to the present moment a sort of a "non-Regulation Province," that is to say, we have not such a satisfactory staff as they have in Behar. Whereas in Behar the Assistant is an Assistant properly so called, and begins his work under the Sub-Deputy and is trained under him, and in course of time, when he has acquired experience, is promoted to the rank of Sub-Deputy. Most of our Assistants are really Sub-Deputy Opium Agents on a small scale. They are what we call Assistants in semi-independent charge of sub-divisions. They have a charge of their own often as large as that of the Sub-Deputy under the control of these Sub-Deputy Opium Agents. For instance, Mr. Armstrong has one Assistant in charge of the district of Barabanki, and another in charge of the district of Hardui. He himself is in charge of Lucknow. He has general control over these Assistants. They correspond through him, and the Sub-Deputy inspects the Assistant's sub-division and work, hears appeals from his orders, &c.

Speaking generally, the relations of a Sub-Deputy Opium Agent and his Assistant are very much the relations of a District Officer and an Assistant in charge of a sub-division?—Yes. The positions on a small scale resemble those of Commissioner and Collector, with the difference that in the Opium Department the Commissioner, besides all his work of administration and control, would have a district of his own to manage besides. A fault of the system is that, during the most important times, the settlement and the weighing season, the officer who is expected to control the Assistants is doing exactly the

Mr. *Buckland*—contd.

same work as his Assistants. His time is fully occupied, and he cannot possibly inspect or control his subordinate's work. The Assistant in Benares does exactly the work of a Sub-Deputy Opium Agent in Behar, except that he corresponds through the Sub-Deputy. He does not get as good a salary as his superior officer, and the Sub-Deputy may at any moment come into and inspect his sub-division.

And as regards the cold-weather tour, the Assistant has to do on a small scale what the Sub-Deputy does ?—Exactly the same, except that the Sub-Deputy may come into his district and inspect and ask questions.

And if he is empowered to do so by the Sub-Deputy, he looks after the money advances ?—He is obliged to do so if he has a sub-division.

He cannot do it without authority, I suppose ?—If he is put in charge of a sub-division, this means he is invested with the powers necessary to administer it. There are certain rules which limit in certain special cases the powers of an Assistant; that is to say, if he is a new and untried man or does not work well, he has not the complete control over the Native staff that a man who is qualified or has managed well has. He is then more under the control of the Sub-Deputy.

The *President*.

How do you recruit your Sub-Deputy Opium Agents ?—Appointments to the Department are made by the Government of Bengal.

Are they not made by the Government of Bengal in consultation with the North-West Government ?—Yes; the nominations of Europeans and Eurasians for the examinations are made by both Governments in consultation. His Honor the Lieutenant-Governor of Bengal up to the present time has in most cases been good enough to refer applicants for nomination to me for opinion.

Is it not the case practically that nominations are made by both the Governments, and that the examination takes place as often as there are vacancies which require to be filled up ?—This is the new rule.

As a fact there was no examination last January ?—No, because there was no vacancy; two or three men have passed who have not yet been provided with appointments.

The admission of Natives is now regulated by selection ?—Yes.

And one Native has been admitted by selection ?—Yes, in Behar.

The appointment of Natives to the Department is a tentative measure; and, according to present rules, one in four appointments is to be filled by a selected Native of pure Asiatic parentage ?—Yes.

The rule also prescribes the entrance qualification to be that he shall have passed the Entrance Examination of the Calcutta University ?—Yes.

The *President*—contd.

Each candidate must produce a certificate of having passed that examination or satisfactory evidence that he has received a good education up to that standard ?—Yes.

He has also to produce satisfactory certificates of respectability and good moral character, countersigned by the Magistrate of the District in which he resides, or by the Commissioner of Police, if he is a resident of Calcutta ?—Yes.

Also a certificate of health and physical fitness from the Government Medical Officer, and a certificate that he is able to ride and is of active habits ?—Yes.

For Eurasians and Europeans there is a competitive examination after nomination ?—That is so.

You say there are three or four candidates who have passed and have not yet obtained appointments ?—A certain number of candidates received nominations. Two examinations were held, and a certain number have been declared to have passed satisfactorily and to have a claim on the vacancies in the order of their passing. One man has obtained a permanent footing, two or three have received officiating appointments, and are still waiting for vacancies.

Mr. *Buckland*.

I note it was announced before the examination that there would probably be four vacancies, and four appointments were accordingly told off ?—Yes; nobody will be given an appointment until the three passed candidates have been provided for.

What is your opinion of the system ?—That it is not perhaps quite so satisfactory as it might be. I believe that nominations have been given in some cases to men whom, if my opinion is worth anything, I would not call specially well qualified for the work of the Department. Nominations were also given to some men who, to my mind, were well qualified young men, who had worked well as Extra Assistants in the Department. But these had very little chance in the competition, which was purely an educational test against East Indian youths fresh from school, to whom nominations had also been given. Looking at the result from an administrative point of view, and from the point of view of an Opium Agent who wants to get the best men for the work, I would say that an educational test is not the very best test for the selection of men for the class of duties we have in the Department. The arrangement I should have liked to see carried out is as follows: In the Opium Department, besides the permanent staff, we employ every year during the weighing season a large number of temporary extra men, who are called Extra Assistants. The number this year of men so employed is thirty-nine. We have thus thirty-nine young men who come to us at the weighing time, and do very hard work on small pay. I hold that the work done during the season by an Extra Assistant ought to give the responsible officers a very good idea of the subordinate's merit and of his fitness for permanent

Mr. *Buckland*—contd.

employment in the Department. The trying work shows what the Extra Assistant's physique is like; shows what his temper and what his pluck is, and brings out whether he is likely to be a useful man in the Department. In fact he passes through a sort of test at the weighments, and the value of his qualities, physical and moral, is pretty clearly seen. I should like to see the competition strictly confined to the men who have shown themselves the best men at the weighments. This will not mean that they are the best men at arithmetic or local geography. Very often you have at the weighments young men who, perhaps, have left England and school for 3 or 4 years; and they may be first rate men for our work, and yet not able to hold their own in a competitive examination against an East Indian boy who gets a nomina-tion from a school in Calcutta.

You would apply the test of practical work rather than of education?—I would for the nominations. An essential quality for an Assistant is first rate physique. Unless a man is a fine, manly, healthy good class of fellow, he is really very little good as an Assistant; and you may have one who has passed the education test, and yet may be a very weakly, poor creature.

Mr. *Ryland.*

Who nominates these temporary hands?—They are nominated by the Agent. The Lieutenant-Governor and the Board of Revenue can, if they like, make nominations. The nominations have to be sanctioned by Government. It is often difficult to get men of the class we want. This temporary work only lasts two months.

Would you have a probation undergone before nomination?—Yes; my proposal is that the men be appointed to the weighments, and undergo that probation before they are nominated for the chance of permanent posts.

Who would select the men to be employed at the weighments?—The nominations to a great extent would rest with the Opium Agents, as they practically do now. The practical result of the present system has been that one or two men have got nominations and have succeeded in passing the examination who I certainly do not think are such good men as some of those who have been working at the weighments perhaps for 2 or 3 years, and who have a practical knowledge of their duties.

The *President.*

I see among the list of Assistants the name of a gentleman who is stated to be a Probationer?—There are four so-called Probationers.

After appointment they are placed on probation—are they not?—Yes, until a vacancy occurs in the higher grade. There is no fixed period for probation; the "Probationer" remains in that grade until a vacancy occurs in the grade above him.

Presumably, so long as they are Probationers, they may be removed from the Department if found incompetent?—I presume that is implied

The *President*—contd.

by the term Probationer; but practically it would be difficult to remove a man when once he was in the Department unless he were shown to be utterly incompetent. It would not be sufficientto say that some other candidate was a better man.

Are not the men you speak of as being taken on at certain seasons of the year generally men who have failed to obtain any other employment?—Yes, generally.

A great many of them may have failed at every examination at which they have presented themselves?—Perhaps so; but my opinion is that for the Opium Department the men who have failed in an examination may often be well suited for our work. From my experience the class of man you want for the Opium Department is not one who is extremely good at book work. We want a man with a certain amount of education and certain absolutely necessary qualities, integrity, and good physique. The class of man one finds among Planters is what we want, and no Planter would take on as Assistant a weakly East Indian, who is good at geography and arithmetic, in preference to a vigorous young Englishman indifferent as to book knowledge.

The work a man has to do in the weighing season will not test the qualifications you require in the field?—To a very great extent I think it would. It would show his physique and temper.

Estimating crops, for instance?—If he is sound in body and a cheery, manly, good class of fellow, he will soon learn his field work. Every Indigo Planter, even the most successful, has had to make such a beginning. Having myself watched the work a good many times during the greater part of the day in the hot weighing-shed, I think the work is an excellent test of a man's character; and then the character of a man who has worked for one or two years as an Extra Assistant is well known amongst his fellows. I do not mean to say that that is enough by itself to guide selection, but I say that, in addition to the opinion of the officers under whom the man has worked, such an estimate goes a long way to the deciding who is fit and who is not.

If more care was taken in making the selections, why should not as good men be obtained as under the system you propose?—There would not be the practical test.

Mr. *Ryland.*

How would you regulate the admission of the temporary men?—In the first place, I would try and get as good a class as possible, and select the best.

By whom should they be selected?—By the Agent. He would commence by selecting the men who had worked well in former years.

The Hon'ble Mr. *Quinton.*

By what principles are you guided in giving or refusing nominations in the first instance?—I receive an enormous number of applications. Each applicant has to fill in a form, giving age, place of education, parentage, former occupation, if any, &c.

The Hon'ble Mr. *Quinton*—contd.

Some are from men who, as far as my enquiry or my general idea goes, are quite unfit. Applications are sometimes received from men whose antecedents are not satisfactory, and who have been rolling-stones all over the place for years. Often applications are made by the sons of old officers in the Department. I would bar the one class, the rolling-stones, and select from the other. Then there are others who are recommended by men whose recommendations I can rely on, and I encourage Sub-Deputies and Assistants to select their own Extra Assistants. Some, again, are appointed by the Lieutenant-Governor; but, generally speaking, it is not a bad principle to allow the responsible officers to select.

The Hon'ble Mr. Justice *Mitter*.

What pay do the Extra Assistants get?—Rs. 150 for two months, but this is not an exact measure of the advantages of the appointment. I imagine that many of them would come for nothing for two months in order to show their qualities in the hope of obtaining regular employment later.

The *President*.

Have you appointed any Natives to assist at the weighing in the upper ranks?—Up to the present time none have been appointed in my Agency. In fact, there has been a rule against it up to the present time.

Mr. *Ryland*.

The Agent or his Principal Assistant has a very large number of Natives under him?—Yes.

Do you consider it essential that the power of patronage should be retained in the hands of a person who is not likely to introduce the members of one family or village into positions where their collusion would injure the public revenue?—I think it is particularly necessary that this point should be kept in view, and that you should appoint men whom you could trust to abstain from doing as suggested.

Are there not great opportunities in your Department for fraud and peculation?—Undoubtedly there would be in the absence of proper supervision.

The *President*.

Do you think that there would be any objection to the appointment of Natives as Sub-Deputy Opium Agents or as Assistants on the ground that they might appoint their connections to subordinate appointments?—I distinctly think it would be a point to be guarded against, and which requires attention; but I am not prepared to say that I would not appoint a Native because there was the possibility of his doing so when proper supervision could prevent this being done.

Is it the case that Eurasians have only been admitted to the higher posts under recent orders of Government?—They have been admitted and were in higher posts long before I joined the Department, 13 years ago.

The *President*—contd.

Have they been found efficient, so far as they have been employed?—Some undoubtedly have been found very efficient. On the other hand, cases have occurred in which, I should say, that they could not bear comparison with the Europeans. If you ask me which class, on the whole, is the better, I should say the European.

Mr. *Buckland*.

I think you have already six Eurasian Assistants, including three Armenians?—There are eight domiciled Europeans and six Eurasians, including Armenians.

What classes of men are employed in private enterprise, such as Indigo Factories, in your Province?—Europeans as a rule, and Eurasians and Natives largely. I am referring to the Native indigo concerns. The greater part of the indigo cultivation of the North-Western Provinces, with the exception of that in the district of Gorakhpur and some small portion of Ghazipur and Aligarh, is entirely in the hands of Native Indigo Planters, who manage it through their Native Assistants.

You were asked just now with regard to the possibility of appointments being made, the result of which would be to bring a little family party into the office. Is not there a rule that no Sub-Deputy Agent is to appoint any officer whose salary amounts to or exceeds Rs. 10 a month without the sanction of the Agent; so that, if the Agent does his duty, to form a family party of this kind would be impossible?—It would be difficult.

The *President*.

When the opium arrives at the Factory, who deals with it?—It is received and dealt with by the Principal Assistant and the Factory Staff, the Opium Agent, of course, having general control of the Factory.

How many of the Factory staff are Europeans and Eurasians?—First of all is the Principal Assistant, then the Head Assistant to the Principal Assistant, and thirdly a chemist. All these are Europeans. All the rest, with the exception of the Engineer and a second man, who is one of the Factory Assistants, are domiciled Europeans or Eurasians born and brought up in this country.

The coolie work is done by Natives under the supervision of these officers?—Yes. I may be allowed to explain perhaps, as the question seems to refer to the class of supervision required in the manufacture of opium, that it is a misnomer to speak of the "manufacture" of opium. Really there is no process which can, I think, be strictly called manufacture of opium; that is to say, opium which is scraped off the poppy-heads, without any sort of manufacture, goes to China in almost the same state as it was when gathered in the field. The opium comes down to the Factory from the weighing place in large jars, each containing one maund of produce. The consistence of the jar is first determined at the steam table. That having been done, the contents of the jar are passed into a stone vat containing opium of a certain consistence.

The *President*—contd.

This is done to enable the Principal Assistant to undertake what is really the only process that can be likened to manufacture, namely, the bringing of the opium up to, or down to, standard consistence of 70° by mixing the contents of a vat with either high or low opium, as the case may be, to make an average of 70°. This is the only thing approaching a process of manufacture properly so called. There is, it is true, the cake-making, or the making of opium into balls, and providing these balls with an envelope of poppy-leaves for packing previous to export. All these processes undoubtedly require great care and supervision, skill in the Native who performs them, and supervision on the part of the Factory staff. The officers supervising these operations are the Principal Assistant and a Factory Assistant. The work can be done by any one who has ordinary intelligence and honesty.

Mr. *Buckland.*

You have reported of the Bengali gentlemen you have in your Agency that they do very well in office work?—Excellently; but I should say of the man I have made Head Accountant, which is an appointment ranking with that of Sub-Deputy Opium Agent, that 10 years ago—he is too old now—I would have had no hesitation in putting him in as District Officer, because, although he is an exceedingly good office man, he is also a man of excellent physique, great tact and self-reliance, and character. I first made his acquaintance when he was deputed by the Government of India, during the famine, to the charge of the Famine Accounts. He had continually to work with and to look after the accounts of some fifty Subaltern Officers in the Army. They all liked him, and he thoroughly held his own with them.

Do you think that Bengalis are fitted for working in out-districts in Behar?—A man of that sort would be. He is an exception I think, and there may be others like him.

The Bengali gentleman I have put in as Personal Assistant, although an excellent office man, certainly would not be so good at district work. I am not at all prepared to say that there could not be found men fit for such work.

You have said that you would not be at all inclined to appoint Gumashtas as Assistants, as, in the first place, they are not taken from a high class?—No. In the first place, they come from the lower—the amlah—class; and, secondly, their whole education is against them. They have no English education, which is necessary, and they would not hold their own amongst men with whom they have to work: for instance, Europeans.

The Hon'ble Mr. *Quinton.*

Are Gumashtas invariably recruited from the lower ranks?—They are generally recruited from the amlah class, but there are exceptions.

Mr. *Buckland.*

Looking at the pay, promotion, emoluments, and prospects of the Opium Department generally, do you think you would get the pick of the Natives who are anxious to enter the Government service?—Certainly not the pick, but I think we might get a sufficiently good

Mr. *Buckland*—contd.

class of men. I certainly think that if we first got the proper class of men, and then looked after their training, we might have Natives who would do the work efficiently and creditably; but great care would be required in selection, and we should require a special class of men. The proper way to obtain the right class of Native would be not to trust so much to examination, but to do what I attempted the other day at Aligarh. When I was there, I went to the Principal of the College and asked him whether, in the event of an Assistant, a Native, being required for the Department, he could choose a young man whom he thought would do me good service, and be thoroughly creditable to his institution. I told him that we wanted a manly, thoroughly good class young fellow fit for the out-door work of the Department, for the office work also, and capable of holding his own with the young European Officers. He showed me a student whom he strongly recommended. I should like to make the appointments of Natives in the Department in that way—that is, go to the different Colleges and ask the Professors to select men who would be a credit to the Institution and the Service. That was the principle on which an uncle of mine, a Director of the East India Company, the late Sir Henry Willock, used to distribute a portion of his patronage. He gave appointments to the Principals of certain large schools and asked them to select good men, and the result was a great success.

The *President.*

Do you know anything of the Tahsildars of the North-West?—I know the class.

Do you consider them very efficient in the performance of out-door duties?—Certainly. I think men of that class, if we were to get them, ought to do us very good service. If a man is not fit for the Opium Department, he certainly will not make a good Deputy Collector.

Do you know anything of the boys who are trained in the Hill Schools here?—Yes; there are some in the Department. Some of them are good men and some are indifferent. Supposing I had my choice, I would prefer a good European. A man who has had an English training in an English climate has distinctly the advantage over one who has not; and this advantage he brings to the Department with him.

The Hon'ble Mr. *Quinton.*

Can you give us the number of vacancies in each year that require to be filled up in your Agency?—Two permanent vacancies. The Opium Commission have recently recommended a large increase in the Department.

The Hon'ble Maulvi *Abdul Jubbar.*

Do you not think that the position of Gumashtas might be improved?—That has been strongly recommended.

Are you aware that there was formerly a class of officers bearing the designation of Motummas in the Department?—I am.

Their duties were, I believe, the same as those which are now performed by Sub-Deputy Opium Assistants?—That is so.

The Hon'ble Mr. *Quinton*.

Do you employ Natives higher than a Gumashta?—No.

What is the pay of a Gumashta?—Rs. 80 a month. There is only one man who gets commission in addition to his salary. I wish it to be

The Hon'ble Mr. *Quinton*—contd.

distinctly understood that if you employ Natives, you must carefully select them, and that, on the whole, I would prefer to have a man who has received an English training in England. But I prefer a good Native in many cases to a Eurasian or European brought up in this country.

WITNESS No. II—*31st March 1887.*

Examination of W. KEMBLE, Esq., C.S., Opium Agent, Behar Agency.

The *President*.

How long have you been in the Department?—About 4½ years in Behar. I acted for 3 months for Mr. Carnac at Ghazipur.

What is the value of the opium outturn in your Agency?—About 4 crores.

Is the system pursued in your Agency the same as that pursued in the Benares Agency?—No. There are a great many material differences between the two systems.

You have in your Agency a Principal Assistant assisted by a Head Assistant?—Yes.

And are the duties of those officers the same as those of officers having the same designation in the Benares Agency?—In the main; but in addition to those duties which Mr. Carnac has described as the duties of a Principal Assistant in his Agency, my Principal Assistant has to provide chests for both Agencies.

You have a saw-mill attached to your Agency?—Yes. It is a very large business, indeed.

Do your Assistant Sub-Deputy Opium Agents perform duties similar to those which have been already described to us?—Very much the same. My Agency is more compact than Mr. Carnac's, and my Sub-Deputies have charge of only about half a revenue district.

Do your Assistant Sub-Deputy Opium Agents perform independent functions?—Only in two cases. My staff is composed of eleven Sub-Deputies and ten Assistants. Of these ten Assistants, two only have semi-independent charge.

Are they all Europeans?—They are made up as follows: sixteen non-domiciled Europeans, five domiciled Europeans, and one Eurasian.

Will you kindly particularize the points of difference between your Agency and that of Mr. Carnac's?—Well, Mr. Carnac says he can get as much opium as he likes, and that he has no difficulty in getting land for opium cultivation. I have great difficulty in getting land; there are so many crops in competition with opium in my Agency.

Are these crops more lucrative to the cultivator?—Some of them are. I may mention that out of my eleven districts, eight are indigo-growing districts.

Is any difficulty experienced by you in procuring land for the cultivation of opium owing to its being claimed by indigo manufacturers?—Yes. In the indigo-growing districts within my Agency

The *President*—contd.

there is constant liability to friction between the European manufacturers of indigo and the Government as an opium cultivator. We are both in very similar positions: both want the best lands, both make advances, and both are commercial enterprises. We sometimes find that the ryot who has taken an advance from the one has also taken an advance from the other in respect of the same lands.

Do you think it necessary that your Sub-Deputy Opium Agents should be men of such character as to be able to deal with such disputes with tact and firmness?—Certainly. The Indigo Planter has the advantage over us. He takes the lease of the village, and by his contract it is almost invariably specified that he has the right to take 3 cottahs in every bigha. Naturally the ryot does not care to displease his landlord, so that, on the whole, we go to the wall.

Is it owing to this cause, and not because opium-growing is less remunerative, that you find a difficulty in getting a sufficient area of land cultivated?—I think opium is a decidedly remunerative crop and a very popular cultivation south of the Ganges, where it is the only crop from which the ryot can get money to pay his rent to his landlord.

Do these semi-independent officers in your Department have to submit periodical reports on the state of the crops as they do in the North-West?—I get as much opium as I can, and do not consult the Government. We make our estimates of course, but my object is to get as much land under cultivation as I can. The Sub-Deputy and Assistant Opium Agents have to make forecasts.

Have they the same duties with regard to weighments as we have heard described by Mr. Carnac?—There is a great difference there. Mr. Carnac's operations extend over two months; mine only take a fortnight. Ours is a much less elaborate system.

Do you employ outsiders to assist you?—Only one or two when we have no Assistant. It is a system I do not much approve of, and it is only of late years that we have tried it at all.

Some of your Assistant Sub-Deputies are on probation?—Yes, until a vacancy occurs. We have one Native, a Mahomedan, Probationer. He has been with us for about 2½ years. I know his work. He is in some respects very satisfactory, and in others not so satisfactory. He has been a Deputy Magistrate, and the complaint against him is that he wants to make a

The *President*—concld.

case out of everything he does. His work in the field is satisfactory.

Have you reason to be satisfied with the Eurasians and domiciled Europeans who hold these appointments?—On the whole.

Do you think that, as a class, they are as good as the Europeans you have?—For the work we have to do, they do not fall far short of Europeans.

How would you appoint to these offices?—I am satisfied with the present system. It is the only one I have seen in force.

You have in your head office a Principal Assistant and an Assistant under him?—Yes; the Principal Assistant is a Surgeon-Major in the Army.

Is there any reason why the appointment should not be held by a Eurasian or a Native?—I should not like the Principal Assistant to be either a Eurasian or a Native.

Why not?—Because he has in a manner to supervise the working of the assay and the classification which is done by the District Officers, and there is often a good deal of friction between the Factory Officers and the District Officers on the question of the classification of opium. Therefore I consider that it is necessary to have a strong European with good scientific acquirements in the post of Principal Assistant.

You say you have large saw-mills attached to your Factory?—Yes; large timber contracts are given out by me.

Who superintends the working of the saw-mills?—The Principal Assistant. He has a European Engineer under him.

How many men are there in your manufacturing department who draw salaries of over Rs. 100?—Five. The Assistant Opium Examiner is an East Indian on Rs. 300; the Laboratory Superintendent is a Eurasian. Among the Factory Assistants there are two old soldiers, and the rest are Eurasians. The Laboratory Assistant is also an East Indian.

Is there any reason why these appointments should not be held by Natives of pure Asiatic descent?—There is no strong reason why they should not. The East Indians are, perhaps, more active than Natives.

Have you anything to say about your Department generally?—Yes. I think that having regard to the fact that with all this competition for land we have an immense commercial business, it is necessary to have European agency whenever we can get it; and if we cannot get the European educated at home, then I would prefer to have the European who is educated out here.

The Hon'ble Maulvi *Abdul Jubbar.*

Are not the contracts with the ryots entered into by the Gumashtas?—Certainly, and the Gumashtas require to have a strong European over them. The ryot is the master of the situation, and we have to bring all our powers of persuasion to bear on him.

The Hon'ble Maulvi *Abdul Jubbar*—contd.

For what purposes does the Gumashta require European supervision?—To keep him up to his work and support him when necessary.

Do the Planters with whom you come in contact employ European agency as a rule?—Yes; where we employ Gumashtas, they employ European Assistants.

Is indigo cultivation popular with the Behar ryots?—As long as the Planter holds the lease of the village, it is certainly popular.

The Hon'ble Mr. Justice *Mitter.*

If the ryot had a free choice, which would he prefer?—Opium, I think.

Can you give us any illustration within your experience which would show in what respect a Native is wanting in the power of persuasion which you say is necessary?—When the opium is weighed, the cultivators come up in immense crowds, every one wanting to have his opium weighed first; and if any hitch occurs, there is a disturbance, and you want a European to step forward and put his foot down at once, stop the dispute, and let the business go on.

My question had reference to the competition between Indigo Planters and Opium Agents for land?—For that you require some one who is acquainted with European ways, and who would write a civil note to the Planter or his Manager just to say where the dispute arises. I do not think a Native could do that. He would make some mistake.

Mr. *Buckland.*

You reported on this very subject two years ago, and you gave your opinion against employing Natives?—Yes; because I wanted the best agency possible.

You are aware that the Government overruled the opinions laid before them at the time?—Yes.

And they ruled that there should be one Native appointed in every four until further orders as an experiment?—Yes.

Has the experiment so far as it has gone given satisfactory results?—Hardly so. I do not like to see Natives in the indigo-planting districts. I would prefer to see Europeans everywhere if I could get them. I think there would be danger to the revenue in employing Natives too largely. It is a very risky experiment.

In what way exactly?—We should lose cultivation in indigo districts. A Native does not understand the ways of European Indigo Planters, and in case of a dispute arising we should be certain to lose much of our cultivation.

You do not mean to say that there would be danger to the revenue in the sense of danger of defalcations by Native Officers in charge of large sums of money?—Oh, no.

The Hon'ble Maulvi *Abdul Jubbar.*

What is the proportion of the land claimed by the European planting interest in Behar? Is it a hundredth part of what the Natives hold?—I think it is in Tirhoot.

Mr. *Buckland.*

If Natives are employed in the Opium Agency, is there any greater objection to the employment of Bengalis or Beharis than other Natives?—I do not like Bengalis. We tried a Bengali, and he was reported to be utterly cowed by the people, who are a very lawless lot. They come in in ungovernable hordes, and unless you have some one to keep order, and able to display physical force if necessary, you cannot get on.

The Hon'ble Mr. *Quinton.*

There is no opium cultivation in Bengal proper, I believe?—No.

Mr. *Buckland.*

Do you think the Opium Service would have an attraction for educated Natives generally?—No; I think they would be above the work.

Is it not a tradition in Behar not to admit, if possible, Natives into the Service?—Yes.

The Hon'ble Mr. *Quinton.*

What do you mean when you say that an educated Native would be above the work?—Well, what a Native gentleman likes is to be a hakim to give his orders. A Sub-Deputy Opium Agent has no authority, and therefore a Native would be out of place as a Sub-Deputy.

WITNESS No. III—*31st March 1887.*

Examination of C. M. ARMSTRONG, Esq., Sub-Deputy Opium Agent, Lucknow.

C. M. Armstrong, Esq.

The *President.*

I entered the Department in June 1854 as Assistant to the Benares Opium Agent on a salary of Rs. 150.

I had been born and educated in England, and had come out to some relations in search of employment. I held the post I have mentioned for one year, and during that time was at head-quarters, and occasionally visited the Factory. I was transferred to the Patna Factory, and joined it as a Junior Surveyor. My business was wholly in the Factory. I was under the Principal Assistant, and had to carry out any orders he gave me. At the end of a year I was appointed Senior Surveyor with similar duties, and then I was transferred to a district in Behar as Assistant Sub-Deputy Opium Agent. In 1859 I obtained promotion to a Sub-Deputy Opium Agency in Ghazipur. The duties of the officers in the two Agencies have been accurately described by the Opium Agents. I would not employ any Natives as Assistant or Sub-Deputy Opium Agents, because Natives would mix too much with their subordinates—a result which might lead to fraud and irregularity, and because Natives are not, in my judgment, so ready to meet emergencies. When I speak of Natives, I mean Asiatics, whose manner and customs would be the same as those of their subordinates. There are some Eurasians also who, I think, would be worse. I have seen domiciled Europeans here who are very good men. You could hardly tell the difference between them and youths educated in England. I have encountered in Behar the difficulties with Planters which Mr. Kemble has mentioned. I never met with any such difficulties in Benares.

The Principal Assistant should, I think, be a European. He must be a Medical Officer well up in Chemistry, and must be able to control a large staff. He should also have the aptitude to act in cases of emergency.

The Hon'ble Mr. Justice *Miller.*

The objection taken by me to the employment of Natives in the higher offices of the Department on the ground they would be more likely to mix with their subordinates than Europeans, I advance only in reference to the Opium Department, with which I am familiar. There are very large financial interests at stake, and it is as well that there should be such a line drawn between superior and subordinate officers, and that no irregularity should be overlooked. I know of no other special reason for confining the objection to the Opium Department. As for the second reason, readiness to meet emergencies, I may give as an illustration a dispute arising during a weighment, where large numbers of cultivators think that they are being hardly dealt with and make a disturbance; a European would quell it, while a Native could not. Again, I think cultivators have more regard for a European, and would prefer him to a Native as Sub-Deputy Opium Agent. The Natives come and consult the European, and they know he has no interest to serve save that of the Government. I speak only from presumption, for I have no experience of a Native Sub-Deputy Opium Agent, but I have had experience of Native Gumashtas. In my youth, about the year 1858, there was friction between the indigo-growers and opium authorities in Chupra. I cannot say how it was allayed.

The Hon'ble Justice *Miller*—contd.

Mr. *Buckland.*

I do not think there are large opportunities for peculation. There might be some small sums taken from Lumbardars or cultivators, but this is now very rare; the cultivators understand their accounts, which are regularly made out, and do not hesitate to complain.

The Hon'ble Maulvi *Abdul Jubbar.*

The Sub-Deputy Opium Agent is accessible to the ryots. They constantly come to him. I do not know whether they would go with equal freedom to a Native. I do not know whether the objection I have taken would apply to Natives who have been to England and changed their habits.

WITNESS No. IV—*31st March 1887.*

Examination of R. DRAKE, Esq., Sub-Deputy Opium Agent, Patna.

The *President.*

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R. Drake, Esq.

I was born in India. My father was a Captain in the Indian Army. I went to England and was educated there. I came out to my father, who was then commanding his regiment at the station of Dinapore, and received an appointment in March 1861 as Assistant in the Opium Factory.

The witness read the following:

Memorandum on the admission of Natives into the higher grades of the Opium Department.

In considering the subject of the advisability or otherwise of introducing Natives of India into the higher grades of the Opium Department, it is essentially necessary to remember that there are specialities attached to that branch of the Service which do not apply to any other, or, at all events, in a very modified form.

Allowing that the Native would be able to pass the necessary Departmental examinations and learn its technicalities, such as the classification of opium, &c., as readily and as thoroughly as the European, the great question remains—

1stly.—Is he as fit in other respects to hold the appointment of District Officer and carry on his multifarious duties with the same satisfaction to his superior officer, and inspire him with the same confidence in his work as his European *confrère?* and

2ndly.—Would his subordinates look up to him with the same respect and unquestioning belief in his integrity and singlemindedness as they now do to the Englishman?

As a District Officer of over 25 years' experience, I claim as an absolutely essential requirement in the efficiency of an Opium Officer that he should possess administrative ability of no mean kind, considerable tact and self-reliance, and good powers of organization and control. Without these, he is bound to have discord amongst his subordinates, and during the busy season of weighments, when thousands of men are congregated together in a small space, and where the smallest spark of dissatisfaction in one of their number is soon fanned into a flame of mutiny and tumult, he would be utterly helpless and at the mercy of an infuriated rabble. I do not think it can fairly be put down to *prejudice* on my part when I say that, in my opinion, the Natives of India, or, at all events, the *great majority* of them, fail in all these qualities. Where led they will follow, provided they have confidence in their leader; but organization and administration can scarcely be considered their *forte.* If for no other reason, therefore, I should certainly think that no Opium Agent or Director General would ever have the same confidence in a Native District Officer as in an European one, although he might know him to be fully as honest and quite as zealous in the performance of his duties.

Looking at the subject from his subordinates' point of view, I unhesitatingly give it as my fixed opinion that *none* of them—cultivators, Ziladars, Kothi Amlah, or Head Native Assistant—would ever look up to the Native District Officer with the same amount of respect and submission that attaches to the European. Rightly or wrongly, there can be no doubt in the mind of anyone who has had experience of this country and its people that the European has, from the mere fact of being one in the eyes of the inhabitants, a *prestige* which I do not think a Native would ever enjoy. It may possibly arise from anything but an exalted idea of the virtues of the European, and simply from a feeling that in deciding the issue of a case, his mind will, from the mere fact of his not living the inner life of the Native, at any rate be free from any bias in the shape of class prejudices or family connections; but, whatever may be the cause, the fact remains, and is seen at every turn.

The Kothi Amlah would naturally look on him as their equal only—one of themselves; and as subordination to "the powers that be," when represented by one of their own class, does not form part of the education or bringing up of the middle classes of this country, as it does in England, it stands to reason they would look on him as swayed by the same motives and led by the same narrow prejudices that would affect themselves; and under the circumstances it would be impossible for them to feel inspired with the respect, confidence, and submission which are all more or less necessary for the head of a district to possess in the minds of his subordinates.

The *President*—contd.

To the qualities already mentioned as requisite in an efficient Opium Officer must be added physical energy and endurance, in which most Natives of the class that would naturally look to getting the higher appointments in the Department are lacking. During the camping season of 4 months, the Opium Officer is out inspecting his cultivation every day, and is either riding or walking from early morning for several hours at a stretch. Personally speaking, I do most of my work walking, and I do not know more than three or four Gumashtas who can keep up with me day after day; and even they would, I think, fail if they had to continue at it as long as I have. During the weighments, too, the strain on one's physical capabilities is very great. Work is commenced as soon as it is sufficiently light to examine the opium, and goes on with only one hour's intermission for breakfast till sunset, during which time one is continually and constantly on the move. Disputes as to correct weighment are of common occurrence, and are generally only settled to the satisfaction of the *assami* when the European Assistant or the Sub-Deputy assures him that everything is correct.

Looking at the Opium Department as being purely and simply a huge business conducted on commercial principles, one naturally compares it to indigo, which is very largely grown in most of the Behar districts, and the working details of which are almost in every respect identical with opium: the dealings between the Manager of a Factory and his cultivators are precisely the same as exist in the Opium Department, and in most places disputes outside the regular indigo interests are brought by the villagers to the Manager to settle, as they have perfect confidence in his impartiality and sense of justice. The fact of there being no Native Managers of Factories, and of utter failure where they have been tried, must strike one as peculiar, and the question naturally arises—"Why do they not answer?" The reply is that they fail in those very qualities which I consider essential in an Opium Officer. There are many Factories belonging to Native gentlemen and merchants; but the Managers and Assistants are invariably Europeans, and one can only come to the conclusion that these proprietors, knowing well what is best for their own interests, employ them in preference to their own countrymen (whom they could get much cheaper), because they are superior and more capable. By way of parenthesis, I may remark that, having been for many years in charge of districts where indigo is largely grown, I know from experience that disputes regarding poppy lands are constantly occurring, and unless tact is brought to bear, unpleasantnesses would arise, and the opium cultivation would suffer considerably.

Again, we may consider the management of estates as work that is analogous to indigo and opium. Here we see Native proprietors putting their estates under the management of Europeans and petitioning Government to lend the services of its employés; and in these parts I would cite as a case in point the large estate of the Maharajah of Durbhungah, which at the time of its being brought under the Court of Wards was so heavily involved that it would have been a matter of some difficulty to raise a small cash loan, but which, under European management, was brought round, and now shows a large surplus. The Maharajah has elected to retain a European Manager and several Assistants, which he would scarcely do if he had not a firm conviction that it was essential to his interests.

In the memorial submitted to the Governor General by the Graduates' Association, Allahabad, in 1883, it is stated that in 1880 a Native "of high reputation for experience and ability" was gazetted to the Opium Department, but was not allowed to retain his place on the Civil List; and adds that "the belief is that he was removed simply because he was a Native." As this reason is, on the face of it, absurd, it would be interesting to know the actual cause of his name

The *President*—concld.

being struck off, as under ordinary circumstances he would be well up in the list of Assistants by now, and would most probably have officiated as a Sub-Deputy.

The Hon'ble Mr. Justice *Mitter*.

I cannot give you the names of any Factories which have failed under Native management,* but I am not making a statement on mere opinion. The Maharajah of Bettiah has a European Manager, Mr. Gibbon; the Maharajah of Hutwah has a European Manager, Mr Buskin, employed on his estate.

The Hon'ble Maulvi *Abdul Jubbar*.

I do not know that Natives employ European Managers because they think such Managers have more influence with European officials.

Mr. *Ryland*.

I do not know any Native Indigo Factories in Tirhoot—I mean factories owned, managed, and worked entirely by Natives.

I think the pay of the Department very poor. I have been 26 years in the Department and have now Rs. 700 a month. Mr. Armstrong has put in 33 years' service, and his pay is only Rs. 800. I have been 12½ years getting through a grade of six steps, and then only got promotion because, on revision, an extraappointment was made in the grade above me.

I also consider that the pension and furlough rules are not sufficiently liberal.

Bengal — Opium. — Section III. — *R. Drake, Esq.*

WITNESS No. V—*13th March 1887.*

Examination of Babu JUGADESHWAR CHATTERJEA, Officiating Personal Assistant to the Opium Agent, Benares.

Babu Jugadeshwar Chatterjea.

The *President*.

I am Officiating Personal Assistant to the Opium Agent, Benares, and have acted on several occasions in that appointment, which is filled by Assistant Sub-Deputy Opium Agents. I am acquainted with the district work of the Sub-Deputy Opium Agents and the Assistant Sub-Deputy Opium Agents. In my judgment Natives of intelligence, activity, and integrity are competent to discharge the duties. There would be no friction between them and any class of landholders within the limits of the Benares Agency. I have no knowledge of the Behar district. I cannot suppose Native Officers would have less influence with the cultivators than European Officers have. I see no reason to apprehend that a Native Sub-Deputy Opium Agent would become so intimate with his subordinates that there would be any irregularity, provided he combined the qualities I have mentioned before.

The Hon'ble Mr Justice *Mitter*.

If there were a disturbance at the time of weighment, I think a properly selected Native would keep order, if he had the qualities I have mentioned combined with courage. All depends on the system of selection. I would choose Natives for these offices as they are selected for judicial and executive functions, in which Departments they have proved eminently successful. I prefer nomination and examination to test general education, and would have a departmental examination after appointment to the Department.

The Hon'ble Mr. Justice *Mitter*—contd.

Mr. *Buckland*.

Activity should be ascertained by those who make the nomination.

I have accompanied the Opium Agent round the district for 10 years and all reports pass through my hands, and I have seen district work, but I never had a personal experience of it.

Mr. *Ryland*.

The duties of a Sub-Deputy Opium Agent are certainly onerous during the settlements and weighments, but do not require activity at any other time. Natives could, I think, if properly selected, do the work well.

WITNESS No. VI—*31st March 1887.*

Examination of Babu KRISTO CHUNDER GHOSE, Kayest, Native Assistant to the Sub-Deputy Opium Agent in the Patna Agency.

Babu Kristo Chunder Ghose.

The *President*.

I entered the Department in 1859 as a writer on a salary of Rs. 20. After 5 years my pay was raised to Rs. 50, and in 1871 I was appointed to my present post. I now receive, including commission, Rs. 165.

The *President*—contd.

The witness then read the following Note:

The supervision and management of Opium work in every Sub-Agency have been entrusted to European Officers as the result of several years' experience. Up to 1827 the district work was entirely managed by Native Officers, under the

* *Vide* letter from the Witness in Section IV.

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Section III.

Babu Kristo Chunder Ghose.

The *President*—contd.

superintendence of the Opium Agent, whose position was something like that of a Divisional Commissioner. The system, however, did not work properly. The introduction of a European Officer was found necessary, and so, in 1828, the Collectors of districts were appointed *ex-officio* Deputy Opium Agents. Their remuneration was fixed at a commission of 2½ per cent. upon the Opium revenue from the district. But the Collectors, in the midst of their multifarious duties, could not be expected to devote their time to a proper supervision over the Opium work of their district; and, as a matter of fact, the works of measurement, settlement, weighments, advances of money, and despatches of opium to the Factory all rested entirely in the hands of Native Officers.

The Deputy Opium Agent's supervision did not materially differ from that of the Opium Agent's.

The change, therefore, did not improve matters much. The Company's Government therefore tried a further experiment by giving Uncovenanted Assistants to the Deputy Agent.

Finally, in 1835 or 1836, Sub-Deputy Opium Agents were appointed in every district, and the work of supervision and management was placed entirely in their hands.

If Native agency had worked properly and efficiently, certainly a trading company (for the arrangement was made not by the Crown, but by the East India Company) would never have sanctioned an expensive European machinery. Native agency is cheap. But Native supervision is lax, and Native management is weak, irregular, and unenergetic.

Therefore the cheapness is more than counterbalanced by the loss to revenue. If the district work be left again in the hands of Native Officers, the cultivators will cease to have any confidence in their dealings. If the cultivation of poppy does not decrease every year, it is only due to the energetic exertions of the European Sub-Deputies and the confidence placed in them by the cultivators. In the case of Native Officers, the cultivators will have all sorts of complaints against them, and will always suspect that they do not meet with fair dealing. It is actually seen that when at the time of weighment a European Officer remains present, the cultivators have nothing to complain of. The moment he goes away, loud complaints are made, notwithstanding the best exertions of the Native Officers present. The direct subordinates of Native Officers will not have such respect for them as they invariably have for European officers, and it is this dread of the Sub-Deputy Agent that prompts the

The *President*—concld.

Muharrars, Mutsuddis, and Ziladars to move about the villages and properly supervise the cultivation of poppy. Without this feeling of respect, half the work will remain undone. I have no doubt that if Natives are appointed superior officers, the revenue will suffer. A case in point is afforded by the management of Indigo Factories. I know of several Native gentlemen who kept Indigo Factories, but they could not make any profit by their concerns. They were at last compelled to keep European Managers, who showed better results. The fact that many of the Zemindars and Rajas of Bengal and Behar have of their own accord, and by preference, appointed European Managers to their estates also affords another case in point. And all this clearly shows that, as regards executive work, the abilities of a European Officer are generally superior to those of a Native.

The Hon'ble Mr. Justice *Mitter*.

I am serving under Mr. Drake. I have had no talk with him on the subject before I came. The ryots do not willingly cultivate indigo.

The Hon'ble Mr. *Quinton*.

I am engaged in giving out advances. I check the Gumashtas' mufasal accounts and I keep the cash. I have an English and Persian department under me.

The *President*.

Native officials have greatly improved in the last 10 years. In the Judicial Departments they are now as good as Europeans; in the Executive, they are almost as good. The cultivators will not have such confidence in the Native Officers, even if they act honestly, as they would in Europeans.

The Hon'ble Maulvi *Abdul Jubbar*.

I have heard Natives say they would prefer to have their cases tried by an intelligent and honest Native Officer.

WITNESS No. VII—*31st March 1887.*

Babu Khub Lall.

Examination of Babu KHUB LALL, Gumashta, Opium Department, Patna.

The *President*.

I am a Gumashta in the Patna Sub-Agency, Opium Department. I entered the service in 1874. I was then second writer on Rs. 20, and now receive Rs. 30 and a commission on the outturn of the Kothi, which amounts to about Rs. 750 a year.

In my opinion the work of a Sub-Deputy Opium Agent cannot be so well done by a Native as by an Englishman, because a Native does not possess so much influence as an Englishman: for instance, when an arrear is due, the cultivator refuses to pay the Ziladar, and will not listen to the Gumashta; but if he is told he will be taken to the Sahib, he will pay up at once. Another

The *President*—contd.

reason is that the European can knock about more than a Native can. Europeans go about from morning till midday, and go even where a horse cannot go, and look after cultivation everywhere, and more work is got through by a European than by a Native.

I can be promoted to a Native Assistant's post. There is no higher grade open to me in the Department.

Native Assistants rise from the lower grades, and sometimes head-writers get those appointments.

I work under Mr. Drake.

WITNESS No. VIII—*31st March 1887.*

Examination of LALLA SHIB DYAL, Gumashta, Opium Department, Benares.

The *President.*

I am Gumashta in the Opium Department in the Rai Bareli zilla on a salary of Rs. 80. I joined the Department 28 years ago. I entered the Service as a Jemadar on Rs. 6. I was then 17 years of age. I do not know how to read or write English. I never went to school, but I learnt to read and write at home.

The witness read in Urdu the following Note:

In the Opium Department there are two grades of higher appointments, *viz.*, those of Sub-Deputy Opium Agents and Assistant Sub-Deputy Agents. All these appointments are now filled by Europeans. If Natives were appointed, I do not think the interests of the Service will suffer, but the appointments should be made under some such conditions as those laid down for the Civil Service. Those who may be nominated to such appointments should be men of good family and education. These men will check the work of the subordinate Native staff better, and in their dealings with the cultivators, Talukdars, Zemindars, and others, they would be able to achieve better success than the Europeans, as the former have the advantage of being well acquainted with the habits, manners, customs, and requirements of the people, which the latter, being foreigners in the land, are not expected to possess to an equal extent. With a view, therefore, to test the fitness of Natives, one or two qualified men might experimentally be appointed, and then, after a time, the result of the trial may impartially be judged. In short, an officer in the higher grade, whether he be an European or Native, is not expected to do well unless he be a man of good family, fair education, good character, and one affable in manners and gentlemanly in his treatment of others.

For the Gumashtas' appointments qualified men should be selected. The Gumashta has important and responsible duties to perform; and if the rule of seniority be observed in matters of promotion to this grade, competent men will not always be secured. The pay of this class of officers is very small and should be increased. The Gumashtas are recruited by promotion from the Muharrars. There are three classes of Muharrars: their pay is respectively Rs. 16, Rs. 12, and Rs. 10. Their pay is also too small to secure good men. There are in the Benares Agency four grades of Gumashtas. Their salaries are respectively Rs. 80, Rs. 70, Rs. 60, and Rs. 50. I am aware that the Opium Commission has recommended that the pay of these ranks be increased, and that the recommendation has been supported by the Opium Agents.

The *President*—contd.

In saying that competent men will not be obtained if promotion to Gumashtaships is made by seniority, I do not mean that good service by Muharrars should not be regarded as entitling them to promotion as Gumashtas.

I have applied to the Agents to appoint my son a Gumashta. My son is not employed in the Department. He is aged 23, and is now reading for the Middle Class Examination.

Note.

The Agents of the Benares and Patna Agencies stated in reference to this witness's evidence that in practice it was by no means the invariable custom that Muharrars should be appointed to the grade of Gumashtas by seniority. That although good men were not passed over, it was not unusual to appoint young men of good qualification to be Muharrars, with a view to their promotion to the higher office after they had received 2 or 3 years' training.

Section IV.—Written Evidence.

Dated Bankipore, 4th April 1887.

Bengal.

Opium.

Section IV.

W. Kemble, Esq.

From—W. KEMBLE, Esq., C.S., Opium Agent, Behar,

To—The Member of the Sub-Committee, Public Service Commission.

I see it is stated in the *Pioneer* this morning that in my evidence before the Sub-Committee of the Public Service Commission I concurred with the views of Mr. Rivett-Carnac. There is, however, some slight difference between us. Mr. Rivett-Carnac thinks that some Natives might be found now, such as pupils in the Aligarh College, who are competent to undertake the duties of Sub-Deputy Opium Agents. Such men may be found for the work required of them in the Benares Agency, but not, I think, for that in Behar.

In the Behar Agency the competition of other crops, such as tobacco, potatoes, and indigo, is very great and is increasing. In consequence, too, of the falling prices of opium, it is essential that the utmost care should be exercised in extracting the juice of the poppy so as to keep it free from pussewa and other impurities.

In order to enable Government to keep up its area of poppy cultivation and to maintain the high quality of the drug, and thus avoid loss of revenue, I consider it to be absolutely necessary that the men who, in Behar, are entrusted with the District and Factory management in this enormous commercial business should be Europeans.

Natives have not yet shown that capacity for taking trouble which constitutes good men of business. The highly educated Native gentlemen, who are naturally anxious to obtain a share in the government of their own country, would, in my opinion, be above their work as Sub-Deputy Opium Agents. I agree with Mr. Rivett-Carnac that Natives should not be debarred from employment in the higher grades of the Opium Department because they are Natives: when they show themselves fit for such employment, I would employ them; but I have never yet met with any who possess qualifications which will enable them to do their work, especially in the indigo districts, where they have to compete for land with active, energetic Englishmen.

In these days, when there is competition both in the poppy-growing districts of Behar and in opium-consuming China, the best agency available should be employed, and that is European agency. In this we all agree, I think.

R. Drake, Esq.

Dated 2nd April 1887.

From—R. DRAKE, Esq., Sub-Deputy Opium Agent, Patna,

To—The President, Sub-Committee, Public Service Commission.

In my evidence before you on 31st ultimo, I stated, amongst other things, that Indigo Factories in these parts belonging to Natives were under European management, but I could not at the moment remember the names of these. I have since received a list of a few, which I beg to forward for the information of the Hon'ble Justice Mitter, who asked me the question:

(1). The Maharajah of Durbungah.
(2). The Mohunt of Jetpur.
(3). Rai Goburdun Lall.
(4). Nimdun Lall.
(5). Syud Nawab Taki Khan.
(6). Hurri Ram, Banker.
(7). Nuttoo Lall Chowdry, Banker.

In the whole of North Behar there are only two or three Native Factories which are not managed by Europeans or Eurasians, and these are too small to pay for European supervision.

Arwah Factory, in Chupra, lost so heavily that its proprietor, Kazi Ramzan Ali, gave up Native management, and it is now the property of Europeans.

G. C. Press, Simla.—No. 2 P. S. C.—13-12-87.—540.

PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

BOMBAY.

Opium.

Section I.—Note by the Sub-Committee.

The following history of the trade in Malwa opium is given in the Report of the Administration of the Opium Department of the Bombay Presidency for the year 1879-80:—

"About the year 1818 much anxiety was caused by the serious danger to the prosperity of the Bengal monopoly threatened by the competition in the China market of opium from the Native States of Central India, where cultivation was unrestricted, the management skilful, and the quality of the drug, when ready for the market, exceptionally good. This opium was brought *viâ* Baroda and Bombay to Diu and Daman, and thence shipped to China. Another route was *viâ* Pali and Jesalmere to Karachi, where it was shipped to Daman, and thence to China. Owing to the high value and portable nature of the drug, the difficulties presented by various Foreign States, and the extent of country over which surveillance to be of any use, had to be maintained, it was considered hopeless to organize effective measures without entering into arrangements with the Native Chiefs of Central India for restricting the cultivation and introducing a monopoly system similar to that prevailing in Behar and Benares.

"In order to effect this object, agreements were entered into with the Chiefs of Udaipur, Bundi, Kotah, Dhar, Ratlam, the Maharajah Holkar and others, containing provisions for limiting the cultivation, prohibiting the sale and transit of the drug, and requiring it to be made over at a fixed price to the British Agent, who was to buy up the whole of the crop and to send it to Bombay for resale at a profit.

"In pursuance of the same object, the treaty of 1820 was concluded with the Gaekwar, and agreements were entered into with the petty Chiefs who owned the territories separating Malwa from British Gujarat and the Gaekwar's Mehals north of Ahmedabad, by which they bound themselves to prevent the transit of Malwa opium through their territories. The supply of opium to the foreign ports, whence it had been previously shipped for China, was supposed to have been thus cut off.

"As a means of additional security, it was further decided to bring the consumption of opium in Gujarat and other districts under regulation, and to make it available as a source of revenue. Depôts were accordingly established for the sale of opium to persons licensed to retail the same at such rates as might check its inordinate use, and yet might place it within the means of those addicted to it, a small fee being taken for each license. Arrangements were at the same time made for the supply of opium to Cutch on indents preferred by the Political Agent and to Kathiawar by the establishment of a depôt at Rajkote. A duty of R12 per Surat *sér* was also imposed by Regulation I of 1818 on all opium not the produce of territories immediately dependent on the Presidency of Fort William that might be brought into the Presidency of Bombay, except on Government account; and by Regulation II of 1820 rules were promulgated for more effectually preventing clandestine importations. These regulations were subsequently repealed by Regulation XXI of 1827, which, while it reproduced all the provisions of the repealed Regulations relating to import duty and the treatment of illicit importation, contained definite rules for regulating the supply of opium for internal consumption and its transit from place to place.

"But the scheme in so far as it was intended to stop the exit of Malwa opium to foreign ports, and thence to China, was after more than 10 years' trial found to have failed in accomplishing its object. Scindia, Jeypore, and other important Chiefs had from the first refused to come into the arrangement concluded with the other Chiefs in Central India; Karachi was still available as a port for illicit export of the drug, and the high rate of duty imposed on illicit importations into Bombay had proved altogether prohibitory, and driven the trade into illicit channels. The result was that an entrepôt for illicit trade had been established at Daman, into which several thousand chests of Malwa opium were annually imported *viâ* Sind for direct export to China. On the other hand, the Native rulers in Central India, who had agreed to our terms, began to view the arrangement with disfavor; their wealthy merchants, who had previously made large profits in the opium trade, found themselves on the

brink of ruin, and the cultivators, who had previously disposed of their crops in the open market, were discontented at having to sell to the British Agent at an arbitrarily fixed price.

"These considerations decided the Government of India in 1829 to withdraw altogether from interference with the growth and transit of opium throughout Central India, the restrictions in force in British and Native territories in the Bombay Presidency being still maintained.

"Accordingly the monopoly of Malwa opium was abandoned; the trade was thrown open to the operation of private enterprise, and a source of revenue was substituted, in place of the abandoned system, by the grant, at a special rate, of passes to cover the transit of opium through British territory to Bombay for eventual exportation to China, care being taken to fix the rate at a figure which would render the cost of opium put down in Bombay by the direct route to compare not unfavorably with the cost of transmission of the drug to the coast by the cheapest of the more circuitous routes through the territories of Native States. Regulation XX of 1830 was at the same time passed rescinding sections 1 and 2 of Regulation XXI of 1827 so far as related to Malwa opium, and making it lawful to import such opium by direct route into Bombay for exportation by sea, under a *rawanna* or pass granted on payment of the prescribed fee instead of the ordinary duty leviable under Regulation XXI of 1827. The pass fee was at first fixed at ₹175 per chest of 140lb each.

"Mr. Samuel Swinton, the Senior Member of the Bengal Board of Customs, Salt and Opium, who had for some time been residing at Patna, was in June 1823 appointed Opium Agent in Malwa with his head-quarters at Indore. From that time until the change of system took place in 1830, Malwa opium affairs were managed by the Bengal Board of Customs, Salt and Opium, and Malwa opium was sold at Calcutta as well as at Bombay. The portion of it reserved for sale at Calcutta was carried by land as far as Kalpi, and was sent thence by boat, the Benares and Behar Agents being asked to help the fleet on if it needed assistance. Malwa opium was, during the period from 1823 to 1830, largely used for abkári purposes. * * * The people of Eastern Bengal liked it so much better than the abkári opium supplied from the Agencies on this (the Bengal) side of India, that when Malwa opium was to be had, there was no demand for the other."

The system adopted in 1830 is substantially maintained at the present time. The Agent, Governor General, Central India, is *ex-officio* Opium Agent at Indore, and is assisted by a Political Officer as *ex-officio* Deputy Agent. These officers receive no salaries for their duties in connection with opium. A Head Clerk and Accountant, Mr. B. P. Cowasji, is stationed at Indore and receives a salary of ₹180. To supervise weighments and issue passes, Mr. Grant is stationed as Assistant Opium Agent at Rutlam and Jasru with a salary of ₹300; Mr. Fernandez at Ujjain with a like salary; Mr. Collins at Chitora with a like salary; Mr. Jamasji Navroji at Bhopal with a like salary; Mr. Byramji Pestonji at Mundisaur with a salary of ₹230, and Pundit Harday Narayan at Dhar with a salary of ₹200.

The Commissioner of Ajmere is *ex-officio* Opium Agent, and a Deputy Collector at Ahmedabad is put in charge of opium weighments at that station. Malwa opium is sold in China by the picul, a weight equivalent to 133⅓lb. To allow for dryage and for samples and trade allowances in China, the weight of a chest has been fixed at 140lb. On opium for export to China the pass fee now levied is ₹650 per chest, on opium for home consumption the pass fee is ₹700 a chest. The opium produced in Malwa is taken to the scales at the stations abovementioned and the duty paid either in cash or by hundi and a pass issued. The opium is packed in half-chests, and if the contents of any chest exceed 70lb 2 oz., the excess must be withdrawn. The chests are sent by Railway to Bombay, and the consignee on receiving notice of their arrival applies to the Assistant Collector of Customs in charge of opium for an order permitting their removal to the warehouse, which is issued when it has been ascertained that the duty has been paid in cash, or the hundi honored. The order is presented to an Inspector at the Railway Station, who checks the weight of the chests, and if no error is found permits their removal under his escort to the warehouse. The weight shown on the pass is then brought on to the stock account and the pass cancelled.

The three upper floors of the warehouse are divided into compartments which are let out to merchants. The ground floor is occupied by the warehouse-keeper's office and the godown in which the Government stock of opium is stored.

When the opium is exported, the chests are tallied out of the warehouse and checked by the shipping bills. Inasmuch as transactions in buying and selling opium are conducted at the warehouse, there is at times some disorder. Where property of so much value is stored, special precautions are taken against fire, and the efficiency of the fire-extinguishing apparatus requires attention.

Two of the Inspectors on the Preventive staff of the Custom House are deputed to check transhipments of opium from the Persian Gulf. A fee is charged on transhipment varying from ₹2 to ₹5 per chest according to the number of chests in a consignment. The number of chests transhipped in 1885-86 was 5,765.

The Opium Department in Bombay is under the supervision of the Commissioner of Customs, Salt and Opium, and the executive charge rests with the Collector of Customs. Consequently the Assistant Collector in charge of the Export Department has also charge of the Opium Department, and his salary is debited to Customs. The appointment is at present held by Mr. A. J. Wadia, a Parsi.

The establishment in Bombay charged to Imperial Funds consists of a warehouse-keeper, a domiciled European on a salary of ₹250 rising to ₹350; two gate-keepers, one a Portuguese and the other a Hindu, on salaries rising from ₹40 to ₹70; a Hindu overseer on ₹75, a Portuguese clerk on ₹45, and a naik and peons. There are also entertained four Inspectors, of whom one receives a salary of ₹150 and three salaries of ₹100. Of the Inspectors, two are domiciled Europeans, another is a Eurasian, and the fourth is a Parsi. Two of the Inspectors on ₹100 are borne on the Preventive Establishment to supervise the transhipment of opium; the other two are chiefly employed in weighing at the Railway Stations at Dadar and Bori Bunder consignments of opium from the interior and escorting it to the warehouse, and in preventing the illicit importation of opium by Railway passengers. They also, as Excise officers, examine the retail shops. The gross income derived from Malwa opium, exported for sale in foreign markets, amounted in 1885-86 to ₹2,41,66,675, collected at a cost of about ₹40,000, inclusive of the establishments in Central India. In addition the net revenue derived by the Local Government from excise opium amounted to upwards of ₹11,00,000. The Departmental member considers that the warehouse-keeper must be a European, because the responsibility is heavy and the pecuniary interests of the Government involved are large. Mr. Campbell, in the note submitted by him when officiating as Commissioner of Customs, and in his evidence taken on the enquiry into that Department, also was of opinion that the warehouseman should be a European. He stated that, owing to the presence of brokers and others in considerable numbers, there was at times much disorder at the warehouse, which it required a firm hand to check, and that special attention was needful to prevent the destruction of the warehouse and its contents by fire. The Departmental member stated that the Inspectors were usually selected from the Preventive Service. He saw no reason why the Inspectors who superintended the weighments at the Railway Stations and visited shops should not be Natives. Only two witnesses were produced or appeared for examination. Mr. Ardesar Jehangir Wadia, the Assistant Collector of Customs, pointed out that among the officers who collected the duties in Malwa some are Parsis and others Portuguese. He saw no reason why Natives of proved merit and ability should not be appointed Inspectors, or why the warehouseman must necessarily be a European. Mr. Campbell adhered to the views he had expressed in his note, and, to illustrate the nature of the duties of the officers employed in the Department, he explained the course of business followed with regard to the collection and protection of the revenue on Malwa opium.

BOMBAY.
Opium.

Section II.—Note by the Departmental Member.

Bombay. Opium. Section II.

The Opium Department in the Presidency of Bombay maintains the following establishment:—

One Warehouse-keeper	₹250 to ₹350.
One Inspector	₹150.
Three Inspectors	₹100, two are Preventive officers.

2. The warehouse-keeper and three out of the four Inspectors are Europeans or Eurasians. A Parsi is temporarily acting in the fourth place.

3. Two of the Inspectors, both on ₹100, are borne on the Preventive Establishment to supervise the shipment and transhipment of opium in the Harbour. The other two are chiefly employed in weighing at the Railway stations (Dadar and Bori Bunder) consignments of opium from the interior and the inspection of shops.

4. The warehouse-keeper must be a European; the responsibilities of this office are heavy and the pecuniary interests of Government involved are very large. Perfect honesty and independence of character are the chief qualifications for this office.

5. The other Inspectors are generally recruited from the Preventive Service on the recommendation of the Collector of Customs. I do not see why those employed for examination of consignments at Railway stations and of shops should be Natives. There is a double check on the opium consignments; the Inspectors compare the number of chests with the entries in the passport, see that the seals are in tact, and then escort the opium to the warehouse, where the chests are again counted and examined, and the opium is warehoused. As for the shop inspection business, it is very like liquor inspection, which, for the most part, is carried on by Native Inspectors, and I do not see why Native Inspectors should not do for opium.

Existing organization and constitution of the opium Department, Bombay:—

1	2	3	4						
			Number of appointments in each class or grade now held by—						
			1	2	3	4 Natives of India.			
Department.	Total number of gazetted appointments or of appointments not being purely clerical, of salaries of ₹100 and upwards.	Distribution of the gazetted appointments and the other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
Opium	5 not gazetted	1 Warehouse-keeper, ₹250 to ₹350	...	1	...	...	...	...	...
		1 Inspector, ₹150	...	1	...	...	...	...	...
		3 Inspectors, ₹100	...	1	1	...	...	1	1
		5 Total	...	3	1	...	...	1	1

6. In the Opium Department the warehouse-keeper and three of the four Inspectors are European or Eurasian, the junior appointment being at present temporarily held by a Parsi who has served in the Abkari Department and will return to it, but whom it was convenient to appoint temporarily to an Opium Inspectorship. Two of the Inspectors are virtually additional Preventive officers, their appointments having been sanctioned on account of the work imposed on the Preventive Department by the checking of consignments of Persian opium brought to Bombay for transhipment to China. The other two Inspectors, usually men selected from the Preventive service, are mainly employed in weighing, at the railway stations, consignments of opium as they arrive from Malwa.

7. The Opium Warehouse-keeper is a European of long service, who was an Appraiser before the reductions in 1882. All opium imported into Bombay must be brought straight from the railway station to the warehouse, the upper floors of which are divided into compartments let out to the merchants. The ground floor is partly occupied by the warehouse-keeper's office and by the Government opium depôt, the rest being used by opium merchants and brokers as a sort of opium exchange. All imports to, and removals from, the warehouse have to be carefully checked, the work of bringing in and taking away chests regulated, order kept among the numerous people who frequent the place, and the precautions against fire and the efficiency of the apparatus for extinguishing fire have to be attended to. For the Opium Warehouse-keeper I think a European is required.

BOMBAY.

Opium.

Section III.—Sittings at Bombay.

Witness No. I.—18*th July* 1887.

Examination of ARDESAR JEHANGHIR WADIA, Esq.

Bombay.

Opium.

Sec. III.

Ardesar Jehanghir Wadia, Esq.

The *President.*

As Assistant Collector of Customs, I have charge of the Opium Department. The tax is collected at the Agencies by the Opium Agents, some of whom are Parsis and others Portuguese. There are 5 appointments in connection with opium here—4 Inspectors, 1 Warehouse-keeper. I do not consider the Warehouse-keeper need be a European; of the Inspectors, one is a Parsi, a temporary hand, who works satisfactorily. I see no reason why Natives of proved merit and integrity should not be Inspectors.

Witness No. II.—20*th July* 1887.

Examination of J. McL. CAMPBELL, Esq., C.S., Collector of Customs.

J. McL. Campbell, Esq.

Will you kindly explain what is the practice adopted for the collection of the Opium Revenue in this Presidency?—Opium comes to Bombay from Malwa in half-chests, which are numbered at the scales pertaining to the various Agencies, and the contents of 10 per cent. of the half-chests in each consignment weighed, and weights noted on the passport; the passport also shows the total weight calculated from the 10 per cent. weighment. If this is in excess of the scale of 70 lb. 2 oz. per half-chest, the excess is withdrawn from one or more chests, and if there is a deficiency, the exporter is allowed to make it up. Very rarely, however, passports come down with a deficiency noted on them. No deduction is made in duty in such cases. A passport is given showing the serial number of each half-chest and its gross and net weight. The gross weight is marked on each half-chest.

The passports are handed to the consignor in Malwa, who sends them by post to the consignee in Bombay. The consignee, on ascertaining that the packages have arrived at the railway station, goes to the Assistant Collector of Customs in charge of the Opium Department, presents his passport, and asks for an order permitting removal from the railway station to the warehouse. The Assistant Collector then ascertains, by reference to his register of hundis and intimations of payments from the Bank, whether the pass fee has been paid into the Bank of Bombay. If it has not been paid, he refuses an order to remove from the railway station. If the pass fee has been paid, the date of payment is noted on the passport and an order is endorsed on it permitting removal from the railway station to the opium warehouse.

The consignee then takes the passport to the railway station and presents it to the Inspector there.

The Inspector then weighs 10 per cent. of the packages in each consignment. If no half-chest varies more than 2 lb. from the gross weight noted on the package and in the passport, the consignment is passed for removal to the warehouse. If any half-chest varies, plus or minus, more than 2 lb., which happens 4 or 5 times in a year, it is opened and the balls are piled up on the scale and weighed at one weighing. The late Inspector, who had been 4 years at the work, never found any discrepancy in net weight except in cases of chests which were opened because they showed signs of having been tampered with. He remembers two such cases—in one the deficiency was about 3 lb., in the other 39½ lb. The actual quantities imported were shown in the stock account. Both these instances occurred before the opening of the warehouse.

Chests are tallied into the warehouse after they have been checked by the passports and are then brought on to the stock account, and the passports are then taken from the importers and cancelled.

On export, removals are tallied out of the warehouse and checked by the shipping bills. From these tallies in and tallies out, checked in the one case by passports and in the other case by shipping bills, the stock account is kept. At the end of the Opium year (end of July), the book balance is compared with actual stock by counting intact half-chests and actually weighing all loose opium. The results of the stock-taking at the end of last July will be stated further on.

No weighments are made either on receiving opium into, or passing it out from, the warehouse. The peculiarities of the trade render such weighments unnecessary. Opium is sold in China by the picul 133⅓ lb., and 140 lb. is fixed as the contents of a chest, to allow for dryage and for samples and trade allowances in China and to leave a clear picul for the Chinese buyers. From inspection of the operations of the merchants,

Bombay.
Opium.
Sec III
J McL Campbell, Esq

I can say that they are most careful to put into each chest exactly 140 lb. of opium. The opium intended to be put into one chest is put on a large wooden tray-scale and weighed at one weighing against 140 lb. It stands to reason that the merchants must be very particular—a deficit would imperil their sales in China; an excess would be clear loss, as they would get no allowance for it. Again, merchants would get no advantage in the matter of pass fee by putting more than 140 lb. into a chest. No opium can be smuggled into the warehouse, so if a merchant put too much into some chests, he would be unable to fill up others, and would thus be unable to export the full number of chests on which the pass fee had been paid.

At the stock-taking at the end of last July, the difference between the book balance and the actual stock was 51 chests, 37 lb., 4 tolas, and 60 grains, being, in proportion to the total number of chests received into the warehouse (39,351½ chests), a deficit of 7 tolas and 53 grains per chest. This is quite accounted for by loss from dryage; for before the Bombay exporter to China takes weighment from the Marwari importer from Malwa, all opium, except dry hard opium more than three years old, has to be spread out on the floor of the godown for about 12 hours to dry.

Under the old system, when opium godowns were all over the fort and under little control, and when the importer retained the passport and could utilize it to cover export of any opium within two years after its date, unused passes had always a market value, and were, it is believed, used to cover the export of opium which had never paid any pass fee. Now, the passport is cancelled as soon as the opium reaches the warehouse. Under the old system, passports for 51 chests would at the end of July last have been available to cover the export of 51 chests which had been smuggled into Bombay. Now, no opium can be shipped except direct from the warehouse, and no smuggled opium can get into the warehouse.

The establishments are as follows:—

(1) An Assistant Collector, Mr. Wadia, who has also charge of the Export Department, and who is entirely paid from Customs.

(2) Imperial, charged to Imperial—

	Rs.
Revenue	2,41,66,675
Cost of establishment ..	8,736

Strength of establishment—

One Warehousekeeper (European) on Rs. 250 rising to Rs. 350;
Two Gatekeepers (1 Portuguese, 1 Hindu), each on Rs. 40 rising to Rs. 70;
One Overseer (Hindu) on Rs. 75;
One Clerk (Portuguese) on Rs. 45;
One Naik on Rs. 12;
Seven Peons—six at Rs. 9½ and one at Rs. 9;

and the pay of two additional officers on Rs. 100 each to enable the Preventive Department always to depute an officer to check transhipments of Persian opium. The scale of transhipment fees is:—

	Per chest. Rs.
1 consignment of 1 to 150 chests .	5
„ „ 151 „ 300 „ ..	4
„ „ 301 „ 600 „ ..	3
„ „ 601 and upwards .	2

The number of cases of Persian opium transhipped in 1885-86 was 5,765.

(3) Provincial, charged to "9, Excise."

	Rs.
Revenue in 1885-86 ..	11,11,600
Cost of establishment ..	5,856

Strength of establishment—

Two Inspectors employed in checking and weighing arrivals at railway stations, in looking out for illicit importations by railway passengers, and in examining retail shops—One (European) on Rs. 150, and one (Parsee, temporary) on Rs. 100; each getting Rs. 15 conveyance allowance.

Two Sub-Inspectors (1 Jew, 1 Bunia) employed in inspecting retail shops for opium, chandul, and madat, and looking out for illicit opium in the town—Salaries, Rs. 50 each, rising by yearly increments of Rs. 5 to Rs. 80.

One Clerk (Hindu), on Rs. 40.

Four Peons, each on Rs. 9½.

On opium for export to China, the pass fee is paid by hundi on the Bank of Bombay at the rate of Rs. 650 per chest.

On opium which passes the scales "for home consumption in provinces under British administration," the pass fee, Rs. 700, may be paid either in cash at the scales or by hundi on the Bank of Bombay.

Opium imported into Bombay for export by sea may be removed from the warehouse for home consumption under permit from the District Collector and pass from the Collector of Opium after payment of the differential duty of Rs. 50 per chest.

Opium for the Gaikwar's Territory pays the pass fee in cash at the Ahmedabad treasury. 592½ chests for export by sea were received in Bombay in the current year.

The *President*.

The Government of India maintains in Native States officers to preside at the scales during the weighment of opium which is sent into the Bombay Presidency and to issue passes?—Yes.

The opium is weighed at Malwa and a passport given for the duty?—Yes.

That duty may be paid by hundi, but the owner cannot get the opium until the hundi is honored?—Yes.

The officers who preside at the scales are subordinate to the Resident at Indore?—Yes. There is also an Opium Agent at Ahmedabad.

PROCEEDINGS

OF

THE SUB-COMMITTEE

PUBLIC SERVICE COMMISSION.

MADRAS.

Opium.

Section I.—Note by the Sub-Committee.

No opium is grown in the Madras Presidency. The system adopted for the collection of revenue on opium imported from Indore involves the maintenance of no special establishment, and is sufficiently described by the Departmental member.